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# HIGHWAY SAFETY PROGRAM GUIDE

Prepared by  
Highway Safety Program Liaison Office  
State of New Jersey



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# HIGHWAY SAFETY PROGRAM GUIDE

*Instructions for developing local highway safety programs and projects based on the National Highway Safety Standards as authorized by Section 402, Title 23, United States Code — Highways*

*June, 1969*

## **HIGHWAY SAFETY PROGRAM LIAISON OFFICE**

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**Interdepartmental Highway  
Safety Program Committee**

- **Governor's Representative to the National Highway Safety Bureau**
- **Commissioner of Education**
- **Commissioner of Health**
- **Chancellor of Higher Education**
- **Commissioner of Transportation**
- **Director of Motor Vehicles**
- **Superintendent of State Police**
- **Director, Highway Safety Program Liaison Office**
- **New Jersey League of Municipalities Representative (ex officio)**
- **New Jersey Association of Chosen Freeholders Representative (ex officio)**





## Message from Governor Richard J. Hughes

Producing an environment in which the movement of people and goods on the road systems of the nation can occur safely is so complex that it cannot be attained through application of any single solution. Moreover, the problem is so large in scope that a solution acceptable to the people of the United States cannot be expected to be developed except on the basis of a massive effort involving a great deal of money, a considerable period of time and implementation of programs at all levels of government. Through the most significant national effort in history to cope with the problem — the National Highway Safety Program — the States and their political subdivisions are assisted and encouraged in developing and expanding needed highway safety programs. I hope that all of you who have the responsibility for such programs will learn as much as you can about the National Highway Safety Program and that you will devote your efforts to maintaining New Jersey's position as a leader among States in the field of highway safety.



## I: Highway Safety - A National Concern

The Highway Safety Act of 1966 was inspired by national concern over the mounting toll of deaths and injuries on our highways. Its provisions are based on a half century of experience which demonstrated beyond doubt that highway safety programs will not be effective without a comprehensive and systematic approach on the part of all governments — Federal, State and local — working together toward a common goal.

***The Act establishes this policy: "Each state shall have a highway safety program approved by the Secretary of Transportation, designed to reduce traffic accidents and deaths, injuries and property damage resulting therefrom. Such programs shall be in accordance with uniform standards promulgated by the Secretary."***

Through the Highway Safety Act, Congress directed the Federal Government to assist and encourage the states — and through them local communities — to develop and expand highway safety programs in Federal/State cooperation which has proven effective in construction of highways. Federal funds are made available to State and local governments on a matching basis for highway safety projects in at least 16 different functional areas. In order to match Federal Aid in any particular functional area, total State and local expenditures each fiscal year must at least equal, in that same functional area, the Federal expenditure.

### **The Federal-State Approach.**

The National Highway Safety Act of 1966 became Public Law 89-564 on September 9, 1966 when it was signed by the President of the United States. The Act created the National Highway Safety Bureau in the Federal Highway Administration to administer the law and provide for technical assistance to the States.

Each State is responsible for planning and implementing its own highway safety program, and the law provides sufficient latitude to cover each State's unique circumstances and specific highway safety needs. However, in order to assure that national policies are followed, the Federal Government has issued certain broad guidelines in each functional area. The law then sets five minimum requirements for an approved State program.

1 The Governor of the State must be responsible for the administration of the program.

2 \*Political subdivisions of the State must be authorized to carry out local highway safety programs within their jurisdictions as a part of the State highway safety program if such local programs are approved by the Governor and are in accordance with the National Standards.

3 At least 40 per cent of all Federal funds apportioned to the State for each fiscal year must be expended by (or for the benefit of) the political subdivisions in carrying out local highway safety programs. This provision may be waived when there is an insufficient number of local programs.

4 The aggregate expenditure of funds of the State and its political subdivisions, exclusive of Federal funds, for highway safety programs must be maintained at a level which does not fall below the average level of such expenditures for the last two full fiscal years preceding the date of the enactment of the Highway Safety Act of 1966 (September 9, 1966). This means, for example, that a municipality spending \$500,000 a year as of fiscal years 1965 and 1966 cannot reduce its highway safety expenditure by substituting Federal money for local money. Expansion of effort is required.

5 Comprehensive driver training programs must be established, providing for (a) the initiation of the State program for driver education in the school systems or for a significant expansion and improvement of a program already in existence, to be administered by appropriate school officials under the supervision of the Governor, (b) the training of qualified school instructors and their certification, (c) appropriate regulation of other driver training schools, including licensing of the schools and the certification of instructors, (d) adult driver training programs, and programs for the re-training of selected drivers, and (e) adequate research, development, and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver training use.

Another requirement relating to the approval of a State highway safety program is the stipulation in the Highway Safety Act that any State which is not "implementing" an approved highway safety program by December 31, 1969 will not be eligible to receive apportionments of highway safety funds and could be penalized by a withholding of ten per cent of its share of Federal aid highway funds apportioned after January 1, 1969.\*

\*The term "Political Subdivision" as defined by the State refers to any city, county, township, municipality, or school district that is eligible to receive State aid under any one of the existing state aid programs. Non-profit hospitals can qualify as applicant agencies. Legislation has been requested which will make it possible for ambulance and rescue squads to receive Federal grants for projects sponsored by political subdivisions.

\*The current annual apportionment of Federal-Aid Highway funds for New Jersey is approximately \$140 million.

### **The New Jersey Highway Safety Program**

New Jersey has made significant progress toward achieving the goal of a coordinated highway safety program consistent with the purpose of the Highway Safety Act. The initial step involved establishment of the machinery for administering the responsibilities mandated by the Highway Safety Act.

In addition to the designation of a Governor's Representative, who is responsible for the overall coordination and administration of the program within the State, a *Highway Safety Program Liaison Office* and an *Interdepartmental Highway Safety Program Committee* have been established to assist the Governor's Representative in the administration of the program. By means of Executive Order No. 39, dated March 15, 1968, Governor Richard J. Hughes appointed the Assistant Commissioner for Highways in the New Jersey Department of Transportation as *Governor's Representative to the National Highway Safety Bureau*. The Executive Order directed the Assistant Commissioner to be responsible for the administration of the National Highway Safety Act in the State of New Jersey.

The Interdepartmental Highway Safety Program Committee was also created as a result of Executive Order No. 39. The Committee, consisting of the Departmental Heads or their designated representatives of six state agencies which have responsibilities in the highway safety field, has been directed to develop overall policy and guidance for a comprehensive New Jersey Highway Safety Program and to coordinate the highway safety activities of state and local agencies. The Chairman of the Committee is the Governor's Representative.

In order to carry out the functions of planning and administering the Highway Safety Program in the State of New Jersey, the State was awarded a Federal grant which was used to establish a Highway Safety Program Liaison Office. The Director of the Highway Safety Program Liaison Office reports directly to the Governor's Representative and is considered to be the Program Manager who is responsible for day to day management.

### **Highway Safety Project Grants**

The Highway Safety Program Liaison Office has processed many applications for Federal highway safety project grants. Federal grants were awarded to State agencies to establish an Office of Emergency Medical Services in the New Jersey Department of Health, to establish a Police Traffic Services Liaison Bureau in the New Jersey Division of State Police and to provide for a Driver Education Supervisor in the Department of Education. Other State projects included a plan to establish a Police Helicopter Patrol and an Interstate Highway Patrol Command in the Division of State Police, the Upgrading and Electronic Linking of Division of Motor Vehicle Registration and Driver License Records, and an Evaluation of the Motor Vehicle Inspection System.

Grants to political subdivisions have been awarded for an inventory of traffic control devices on county roads, for driver simulator equipment and adult driver education courses in several school districts, for police accident investigation training and police traffic patrols, and for EMS data collection and ambulance equipment.

The Highway Safety Program Liaison Office compiled the first comprehensive Highway Safety Program for the State. This plan will serve as a blueprint for insuring an effective and well-coordinated State highway safety program.

The Office also provides support to the Governor in his role as a member of the National Highway Safety Advisory Committee.

**State Highway Safety Organizations**

Another of the State's organizations is *The State Coordinating Council on Traffic Safety*, consisting of State agencies, local governmental agencies and private highway safety groups. This group coordinates its efforts with those of the Interdepartmental Highway Safety Program Committee and develops new ideas and activities which are brought to the attention of the latter group, as well as to the Traffic Safety Service of the Division of Motor Vehicles. The Council is active in the area of advising on the implementation of highway safety standards and it disseminates public information on the broad spectrum of highway safety activities in the State.

The *Administrative Office of the Courts* has been designated as the unit responsible for assisting the Governor's Representative in achieving objectives in the area of traffic courts.

In the Emergency Medical Services area, the Commissioner of Health has appointed a 15 member *Ad Hoc Advisory Committee* to develop guidance in the area of Emergency Medical Services. The membership consists of representatives of the medical profession, hospital administration, ambulance squads, and police.

In the area of public support, many national organizations have joined together in an information program known as STATES (Safety Through Action to Enlist Support). These groups seek to stimulate attention to highway safety problems by pooling their resources to help civic organizations, service groups and public officials in the effort to bring state and local safety programs to acceptable levels. The Resource Coordinator for STATES in New Jersey is the New Jersey State Safety Council.

## II: Origin of the National Highway Safety Program

Now the nation has an unprecedented opportunity to retard the recent trend in highway safety by dealing with specifics and real problems. What distinguishes the situation today from that of the past is that added resources, including more manpower, are being made available in increasing amounts.

Prior to the passage of the National Highway Safety Act, there was no concerted national effort to reduce the losses that resulted from the "violence" on our streets and highways. Instead, many people accepted the carnage because they thought that individuals could not do anything about it. In assigning priorities to our great national problems, the subject of highway safety had just not received overriding consideration. One reason was that economic considerations often overshadowed other goals. Thus, the problem of aesthetics in our cities, clean air and clean water, and even highway safety became relegated to second place. The argument was that if streets were jammed and air was polluted, that is the price that had to be paid for progress. And, besides it was said that the nation just did not have the financial capacity to deal with all of its problems.

However, some of these things are no longer true today. In economic terms, the cost of injuries, fatalities and property damage as a result of motor vehicle accidents amounts to an estimated \$12 billion a year. People are beginning to believe that the country cannot afford not to do something about some of these problems. The new enlightenment has brought about a realization that scientific and technological advances can find dramatic solutions to many problems. In fact, people have come to expect and, indeed, to demand such things as better schools, cleaner air, less traffic congestion, less ugliness, and now safer highways.

That the atmosphere of fatalism in highway violence is now at an end was signaled by the first Director of the National Highway Safety Bureau, Dr William Haddon, Jr , when he said the following

*"I cannot bring myself to believe that highway crashes and crimes of violence are inevitable I am, however, deeply concerned about the atmosphere of fatalism that seems to surround the entire national problem of violence I refer here not only to the violence on the highways, but also to the other forms as well There are those who attempt to provide a simple and all encompassing explanation for all the violent events that have been taking place, and these people all have their own single — and simple — panacea for the overall problem "*

He also stated that some people "express an almost resigned hopelessness born of the sense that mysterious and inexplicable 'forces' are somehow at work in our society These people also tend to view traffic crashes in an essentially medieval way A few centuries ago, all afflictions of men, including what we now recognize as nutritional, infectious, and organic diseases, were considered visitations from the spirits The only thing poor mortals could do was to accept, suffer and pray that the affliction would go away "

"The same kind of phrases used during the middle ages in describing how to avoid the plague," Dr Haddon believes, "today graces a good deal of our highway safety literature Those of us who labor in the field of traffic safety are no strangers to fatalism We have long witnessed an attitude about highway crashes best characterized by the remark, 'It can't happen to me ' I do not need to tell this audience that some of your friends and even some of you here may die or be seriously injured in traffic crashes Nor is there anything especially mysterious about these crashes The crashes that occur and the injuries that result have very real causes What we have to do is isolate and identify these causes one at a time and then determine solutions "

Dr Haddon concluded, "We must get away from fatalism and this prescientific guess work and then get down to dealing with specifics and real problems Fatalism is unwise, unproductive, and, as two million traffic deaths thus far in this country have illustrated, unrealistic "

**It is within the framework of this philosophy that states and localities are being encouraged to participate in the coordinated effort to eliminate and reduce some of the causes of traffic accidents.**

For example, in the area of crash prevention, inappropriate signing and signaling and poor highway design must be corrected Law enforcement officers need more and better training And one of the toughest problems of all involves the driver who has been drinking heavily The use of alcohol by drivers and pedestrians leads to some 25,000 deaths and a total of at least 800,000 crashes in the United States each year Especially tragic is the fact that most of the loss of life, limb, and property damage involves completely innocent parties

Elderly people who want to continue driving, but who are really no longer able to do so safely are of special concern. There must be increased consideration, not only for the safety of older drivers, but also in the area of how older people relate generally to the highway environment. As far as children are concerned, pedestrian safety is of paramount importance. Normal human behavior and human limitations must be considered in providing for the safe crossing of these young people.

In the crash phase of a highway accident, the National Highway Safety Bureau is working to make vehicles more crashworthy. And in the post-crash phase, emergency medical care for those injured in crashes must be prompt and of high quality. This is a cooperative effort involving citizens, state and local governments and not least of all, the men and women who have been maintaining a high quality of emergency response.

### **National Highway Safety Standards**

All of the various things that can and should be done are embodied in the National Highway Safety Standards, and the State and its own political subdivisions are in substantial compliance already with these Standards. However, there is work to be done in several areas. The State believes that reaching the levels indicated by the Standards will accomplish something in terms of reducing traffic accidents and deaths, injuries, and property damage resulting therefrom. The Federal Government will support the efforts of State and local governments by providing assistance in implementing necessary programs that these governments want to start.

Remember that highway safety is a state and local responsibility. Programs will be successful only through the direct efforts of officials at these levels. Complementing state and local efforts there is a Federal role in the area of coordination and providing specialized knowledge and facts concerning highway safety programs.

The fact is that there are ample safeguards within the National Highway Safety Act to insure that this will be a cooperative effort. The states have an opportunity to review and comment on many facets of the Program. The National Highway Safety Advisory Committee, consisting of representatives of public and private groups, likewise reviews the actions of the National Highway Safety Bureau and makes recommendations to the U.S. Secretary of Transportation.

Perhaps the best example of how Federal, State, local and private agencies cooperated in developing approaches to the problem of highway safety occurred during the development of the National Highway Safety Standards. Experts at the Federal level, pooling many years of knowledge and experience, drafted a set of preliminary standards which were circulated among State and local officials and private groups for comment. Many of the suggested revisions were embodied in the final standards.

Essentially, the Federal Government has facts and knowledge — the most important “ingredients” aside from financial aid. Moreover, the National Highway Safety Bureau can coordinate the knowledge of 50 States. As an instrument for coordination, the Bureau can tell the states what works and what does not work.

### **III: What Can Political Subdivisions Begin to Do Today?**

#### **Organizing a Political Subdivision Highway Safety Program.**

Right now the biggest undertaking involves becoming properly organized and preparing to set sound programs in motion as soon as possible

Each community and county should establish a local highway safety committee composed of all local elements responsible for various aspects of the local highway safety program. The typical committee in a municipality might consist of

- Mayor, Committee Chairman
- Police Chief
- Health Officer
- School Superintendent
- Hospital Administrator
- Ambulance Squad Chief
- Municipal Traffic Engineer

A county-wide committee could include

- Freeholder Director, Committee Chairman
- County Health Officer
- Municipal Police Representative
- County School Superintendent
- Hospital Administrator
- Ambulance Squad Representative
- County Engineer

The first responsibility of a local highway safety committee will be to engage in fact-gathering in order to determine local needs. An inventory of deficiencies and needs is basic to the development of an effective community highway safety program. This inventory is called the Political Subdivision Highway Safety Program.

To assist political subdivisions with planning, the Highway Safety Program Liaison Office is preparing a *Procedural Guide for Evaluating Political Subdivision Highway Safety Programs* in relation to the National Highway Safety Standards. This guide will aid the subdivision in pinpointing deficiencies in local programs and it will show local authorities how to use this information in drawing up a list of "Actions Needed." This list, in turn, will comprise the nucleus of a local highway safety program.

It is anticipated that the political subdivisions will be required to furnish a description of the local program to the Highway Safety Program Liaison Office. This information will form part of the supporting documentation for grant applications from political subdivisions. It will be used to determine the following:

- Where does the political subdivision stand in relation to the Standards?
- What are the local needs — critical and otherwise?
- Does the political subdivision have a program which is eligible for support through Federal Highway Safety Grants?

Prior to the distribution of a procedural guide, political subdivisions will rely on local planning where it exists. The National Highway Safety Standards will be reviewed and used as a guide in spotting local needs and deficiencies. Political subdivisions will have an opportunity to consult with State officials who are familiar with technical requirements and policies in the various Standard areas. *The Highway Safety Program Liaison Office will serve as a contact point for information and technical assistance.*

#### **Planning a Political Subdivision Highway Safety Program.**

As soon as a local highway safety committee is formed, the Mayor or Freeholder Director should *appoint a representative* to work with the Highway Safety Program Liaison Office on matters pertaining to planning a local highway safety program, obtaining technical assistance and information and applying for a Highway Safety Project Grant. The representative should be authorized to represent his political subdivision. Since school districts and hospitals and volunteer ambulance squads will also qualify as political subdivisions, it is expected that these will likewise name representatives who are authorized to contact the Highway Safety Program Liaison Office. Although these agencies are non-governmental, their plans and projects will be coordinated with the local highway safety committee of the jurisdiction of which they are a part.

The local highway safety program committee will *develop a highway safety program* by first taking a look at what programs the political subdivisions already has, that is, pedestrian safety, driver education, laws and ordinances, traffic accident records, police traffic services, engineering, transportation of the injured, debris hazard control, identification of accident locations, and construction and maintenance.

The next step is to compare local programs with the National Highway Safety Standards and isolate the program deficiencies. Does the political subdivision comply with the Standards? If not, the deficiencies should be listed, by Standard area.

Following the compilation of a list of deficiencies, the local highway safety program committee will develop plans and programs to implement corrective action in conformance with the National Standards. Prepare an implementation schedule. Priority should be given to a political subdivision's more urgent needs.

Once the corrective actions are identified, develop specific proposals to implement the Highway Safety Program locally. It will be up to the political subdivision's authorized representative to contact the Highway Safety Program Liaison Office to determine if Federal Highway Safety Project grants can be obtained to accomplish the objectives of the local plan.

## IV: Federal Highway Safety Project Grants: Instructions for Applicants

### General Information

1 Basis for Instructions The ground rules pertaining to the provision of financial assistance to political subdivisions for local highway safety projects have been established by the National Highway Safety Bureau under authority granted by National Highway Safety Act of 1966. The policies and procedures are implemented by the Governor's Representative and his staff. Political subdivisions must proceed via the Governor's Highway Safety Representative and the Highway Safety Program Liaison Office.

2 The purpose of Federal Highway Safety Project Grants The purpose of Federal assistance to political subdivisions is to help communities to mobilize their resources for highway safety. Because community needs and resources differ widely, considerable latitude is allowed in the development and conduct of local highway safety programs. However, all projects must be designed to foster compliance with the National Highway Safety Standards. The long range goal of every community should be to effect compliance with the National Standards.

3 Federal assistance available Federal Highway Safety Project Grants are available to cover the costs of developing and conducting local highway safety projects *on a matching basis*. The general matching formula is a 50-50 sharing of costs.

In general, a political subdivision should demonstrate that a proposed project is worthwhile and that there is a need for Federal assistance. The subdivision must show that it has the capacity to carry out the project. Any requests for greater than 50 per cent Federal funding must be justified.

4 Non-Federal share. The non-Federal share of a project's cost may be contributed in combinations of *cash* and *services-in-kind*. A contribution is treated as a "cash" contribution in any case in which money from a non-Federal source is disbursed by the grantee. *Services-in-kind* refers to any contribution that a political subdivision makes toward the completion of the project, the cost of which is borne by the subdivision. This may be a portion of the salary of a salaried employee who devotes time to the project. It may also include supporting services which can be identified and priced, the cost of office space, the use of locally-owned equipment which is utilized for the project or a number of other types of costs. Not eligible is the value-in-kind of a volunteer's services. The eligibility of such costs is determined by the Highway Safety Program Liaison Office.

A contribution which consists of the imputed rental value of a building shall be considered as an in-kind contribution, but where rent is actually paid by the applicant, it shall be treated as a cash contribution.

All equipment purchased wholly or in part with the assistance of a Federal Highway Safety Project Grant becomes the property of the applicant agency. Upon termination of any project, the equipment may be utilized for other Federal highway safety projects or on highway safety projects financed wholly with local funds. *However, at such time as the equipment ceases to be utilized for highway safety purposes, the Federal Government must receive a credit based on the remaining useful life of the equipment.*

The non-Federal share may not include assistance provided through other Federal programs.

Items which may not, in general, be included as a contribution to the non-Federal share include:

- a. The provision of supervision by persons who, in their normal capacity, are required to supervise project activities, and who will spend a small fraction of their time in so doing.
- b. Costs incurred or contribution of services made prior to the effective date of a Federal Highway Safety Project grant.
- c. Purchase of materials or construction where these items are eligible costs under the Federal Aid Highway Act. For example, the purchase of signs and signals is not eligible for funding, nor are funds available for highway construction.
- d. Research and development. Section 403 of the National Highway Safety Act provides that the National Highway Safety Bureau shall contract for research and development and that States may not do so utilizing highway safety funds.

5 Increase in level of effort The National Highway Safety Act requires that " the aggregate expenditure of funds of the State and its political subdivisions, exclusive of Federal funds, for highway safety programs must be maintained at a level which does not fall below the average level of such expenditures for the last two full fiscal years preceding the date of the enactment of the Highway Safety Act of 1966 "

To assure that the requirements of this section are met, the applicant may be asked to compute the "base year" level of expenditures and demonstrate that current annual highway safety expenditures represent a net increase in expenditures over the "base year" figure One of the exhibits in the Appendix describes costs to be included in a "Base Year Report "

6 Allotment of Federal Aid Of funds authorized by Congress for the Highway Safety Grant Program, 75 per cent is apportioned among the States on the basis of population The remaining 25 per cent is distributed by the Secretary of Transportation at his discretion

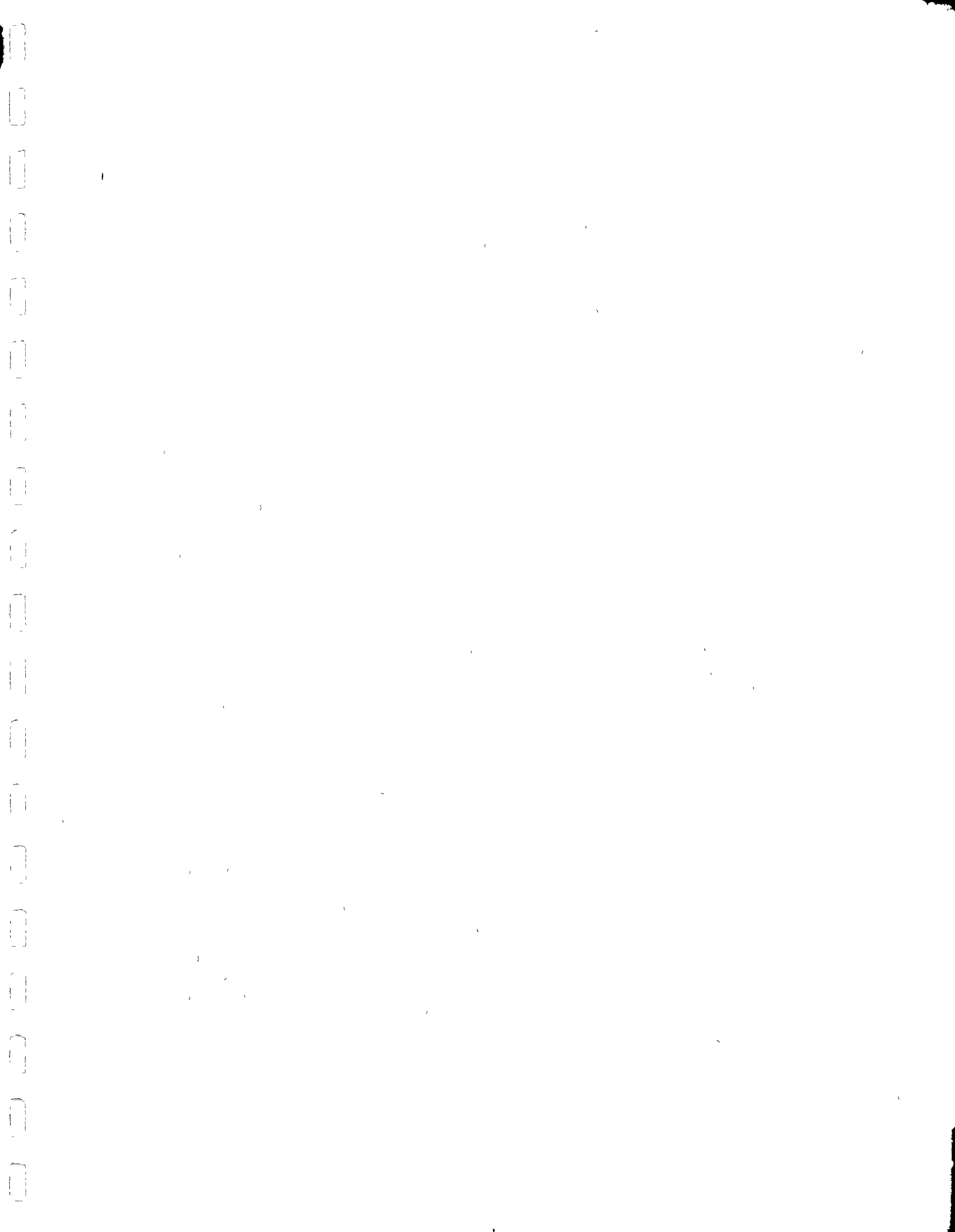
There are no Federal rules or regulations pertaining to the distribution of funds apportioned to the States except that at least 40 per cent of such funds must be expended by, or for the benefit of, political subdivisions New Jersey political subdivisions can expect the development of formulas which will reserve, but not allocate, Federal Highway Safety funds for a certain period of time Until the development of funding formulas, individual projects and community needs are evaluated on the merits of the proposals

## Eligibility of Applicant Agencies

1 Eligible Agencies In addition to being a *bona fide* political subdivision an applicant agency must also meet the following requirements

a Have adequate authority to enter into contracts with and to receive grants from the State of New Jersey and to carry out the project for which it is requesting assistance, either directly or by contract or agreement with other agencies In any case where the applicant agency is required to obtain the approval of another body before making application, it shall obtain such approval prior to submission of the application For example, if a municipal agency is the applicant and if approval of its budget and its ability to contract with other agencies is within the jurisdiction of the city council, then the city council must approve of the program before submission of the application to the Highway Safety Program Liaison Office

b The political subdivision shall maintain satisfactory financial accounts, documents and records, which shall be made available to the Highway Safety Program Liaison Office and the State Budget Director for auditing at reasonable times



Highway Safety Standards is eligible, provided that the activity is part of an overall program for any particular standard

Since the Federal Standards do not specify criteria and priorities among Standard areas and within each Standard, these specifications are established by the Governor's Highway Safety Representative with the advice of the Interdepartmental Highway Safety Program Committee. The Highway Safety Program Liaison Office has information on criteria and priorities.

A partial list of activities which may be funded follows:

1 Driver Education High school teaching tools and equipment, programmed material in driver education, seminars on driver education, in-service teacher training, publications, scholarships for teachers, courses for school bus drivers

2 Motorcycle Safety Workshop in motorcycle safety, development of a recommended motorcycle curriculum, motorcycle simulator safety program

3 Alcohol in Relation to Highway Safety Breathalyzer course, breathalyzer equipment, recording action of a suspected drunken driver

4 Identification and Surveillance of Accident Locations Producing inventory of high accident locations, analyzing data on high accident locations, surveillance teams

5 Traffic Records Establishment of local accident records systems, traffic accident records course

6 Codes and Laws Development of uniform and appropriate local traffic ordinances

7 Emergency Medical Services First aid training, establishment of radio communication, ambulance service improvements

8 Highway Design, Maintenance and Construction Training program for maintenance personnel, identifying and correcting hazards within the highway right-of-way, study of rail-highway grade crossings, study of protecting detour traffic, pavement skid testing program

9 Traffic Control Devices Traffic engineering course for traffic technicians, inventory of traffic control devices, determine requirements for automatic traffic control devices, program for preventive maintenance and inspection

10 Pedestrian Safety In-service safety education for elementary school teachers, safety orientation program for elderly pedestrians, study of school crossings, training for crossing guards, programs for mentally retarded children

11 Police Traffic Services Mobile patrol team for selective enforcement, highway safety training, accident investigation, development of traffic direction and control procedures, establishment of a traffic division

12 Debris Hazard Control and Cleanup Field study in accident cleanup and debris removal, evaluations of actual cleanup operations

Eligibility for funding of any of the listed projects depends on State Criteria and priorities at the time of application. Each proposed activity will be evaluated at the time application is made.

## Preparation of an Application

### 1 Application Procedure

a The authorized representative of the political subdivision directs all inquiries regarding grants to Director, Highway Safety Program Liaison Office, 5 Merchant Street, Trenton, N J 08608

b The representative or the designated project director develops a three-part proposal consisting of (1) a complete description of the work to be done and/or equipment to be purchased, (2) identification of the major deficiencies which the project will help to eliminate, and (3) benefits to be derived, quantified wherever possible. The proposal will also contain the estimated cost of carrying out the proposed project.

c The proposal is submitted to the Highway Safety Program Liaison Office for review. The appropriate State technical advisor furnishes comments and opinions.

d Upon receipt of a favorable recommendation, the Highway Safety Program Liaison Office assists the applicant in filling out a Highway Safety Project Grant Application (Form HS-1). Technical advice is available from the appropriate State technical consultant. Detailed descriptions and budget information are necessary during this phase. *Seven copies of each application, including all attachments, shall be submitted. Two copies shall contain original signatures.*

e The application is approved by the Governor's Representative before it is forwarded to the National Highway Safety Bureau's regional office for Federal review. Federal processing of an application generally takes four to six weeks.

### 2 Instructions for preparing an application — Form HS-1

a **Project Title** The project title should convey as nearly as possible a description of what is to be accomplished by the project.

b **Type of Application**

Initial — first grant application for project named in project title

Revision — application to change any portion of initial application

Continuation — application to renew grant for a period subsequent to initial grant period

c **Identification of Applicant** The applicant agency is the organizational unit or department which is to be directly responsible for the project.

d **Grant period** This period may be one year, two years or three years.

Justification will be required for grant periods extending beyond one year

The grant period normally begin approximately four weeks after submission of an application to the Highway Safety Program Liaison Office. It usually ends on or about June 30th — the end of a fiscal year

e Project period This period may be of longer duration than the grant period. If the project is scheduled to continue beyond the terminating date of the grant period, an application must be submitted at least two months prior to expiration of grant to continue the grant during the remainder of the project period. Approval of the initial grant application does not guarantee that renewal of the grant will be approved

f Functional Area One area will be chosen from among approved Highway Safety Program Standard areas. Normally, this will be the area to which the project predominantly relates

g Federal Grant Requested Round the amount of a grant to the nearest full dollar

h Provision of Non-Federal Share The non-Federal share requirement applies to the entire project but not to each of the components of a project. Thus, an applicant may specify, for example, that the non-Federal share may consist totally of salaries to be paid by the applicant agency. Alternatively, the applicant may specify that each and every cost will be shared according to the percentage formula approved by the Governor's Representative (for example, 50 per cent)

h Authorizing Official of Governmental Unit refers to the Mayor or Freeholder Director or President of the Board of Education or an official of similar rank

i Description of the Project A description of activities in sufficient detail to guide the applicant in carrying out the project and also to enable the Governor's Representative and his staff in the Highway Safety Program Liaison Office to make an adequate appraisal of what is to be done

Each description should answer the following questions

(1) What is to be done?

(2) Who is to do the work?

(3) What is the time schedule?

(4) What are the benefits to be derived (in quantitative terms, if applicable)?

j Significance of Project in State Program

(1) Identification of the major deficiencies in the functional area to which the project relates

(2) A concise statement of the direct and indirect ways in which the project will assist the State in meeting specific requirements of the Federal Standards for the functional area

k Budget Detailed budget information must accompany each project. Once a

project is approved, deviations from the approved budget can be made only if prior approval is received from the Governor's Representative and the National Highway Safety Bureau

Instructions for filling out form HS-1 should be followed. The following information supplements these instructions

(1) Personal Services List each separate position or job title, adding descriptive information wherever title does not adequately convey the scope of responsibilities. Percent of time on project will normally be 100 per cent, whenever it is less than this amount, an explanatory note should give estimated per cent time on project

The type and amount of fringe benefits or additional payments (social security, health insurance, etc ) shall be identified. Where these fringe benefits have been calculated as a percentage of total salary costs, the percentage shall be indicated

Annual leave or vacation policy information shall be indicated

(2) Contractual Services This includes assistance and advice on professional and technical matters by individuals or organizations with appropriate qualifications. The basis for estimating the cost of consultant services must be included. The usual procedure will be to include a draft copy of a contractor's proposal together with the proposed fee. The basis for calculating the fee to be charged in terms such as number of man-days at a specified cost per day, profit charges, etc shall be included

(3) Travel Out-of-state travel must be justified if part of the original project application. If not part of the original application, out-of-state travel is subject to prior approval of the Governor's Representative and the National Highway Safety Bureau

(4) Rental, Lease or purchase of equipment State whether items are to be rented, leased, or purchased and indicate the basis for the cost estimate

## V: Highway Safety Program Communications

From time to time, the Highway Safety Program Liaison Office will issue policy memoranda and guides to authorized representatives of political subdivisions. One such issuance will be the *Procedural Guide for Evaluating Political Subdivision Highway Safety Programs*. Others will deal with policies of the National Highway Safety Bureau and the Governor's Highway Safety Representative, Highway Safety Program accounting and audit procedures, information on grant applications, reports on highway safety research and other matters. This information will supplement the material presented in this brochure.



# APPENDIX

**National Highway Safety Act**

**Organization Chart — Federal**

**Organization Chart — State**

**Set of Highway Safety Standards**

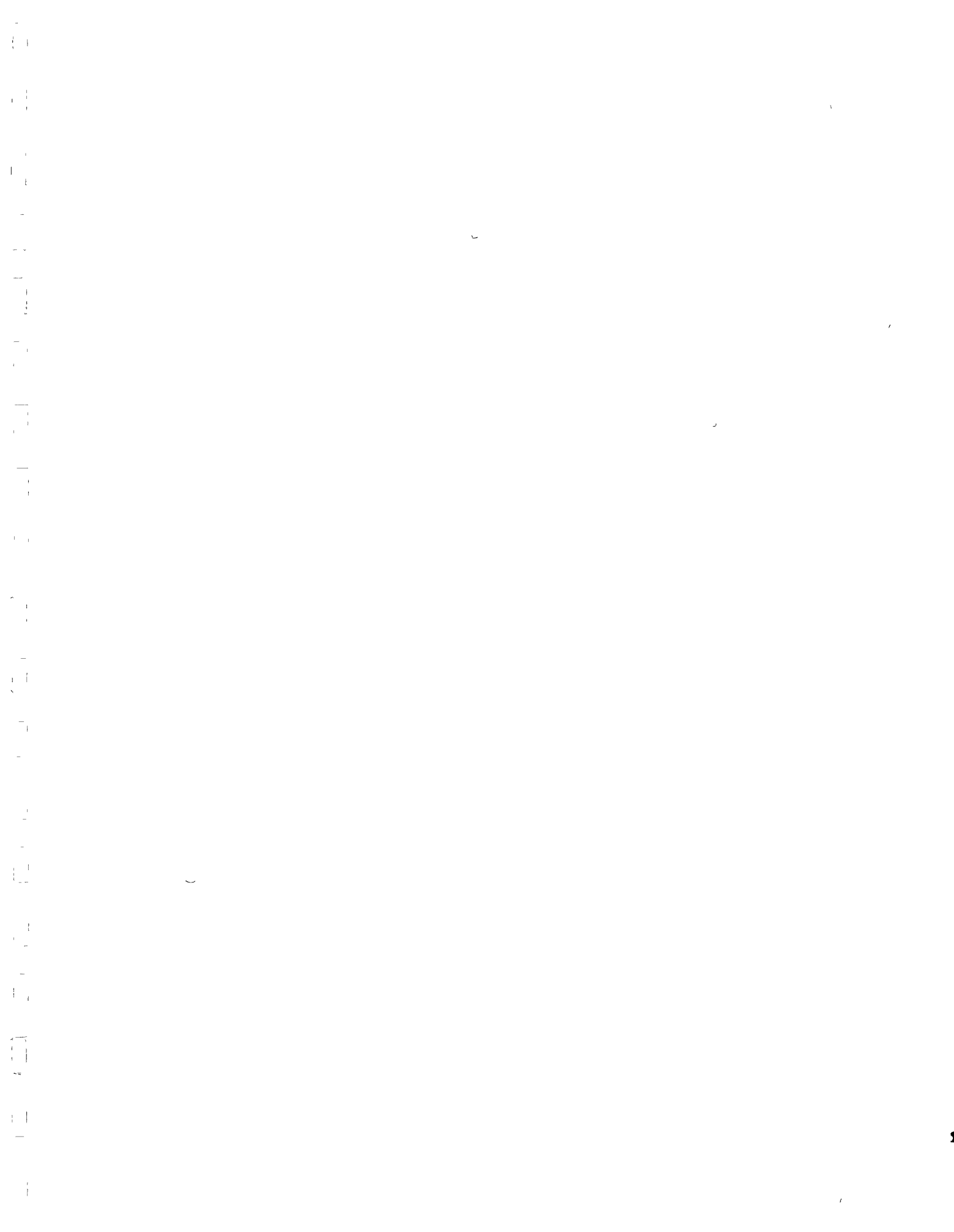
**Federal Order 7-1**

**Form HS-1**

**Cost Principles for Determining  
Reimbursement**

**Base Year Report**

**Highway Safety Program Officials**





Public Law 89-564  
89th Congress, S. 3052  
September 9, 1966

An Act

80 STAT. 731

To provide for a coordinated national highway safety program through financial assistance to the States to accelerate highway traffic safety programs, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

TITLE I—HIGHWAY SAFETY

Highway Safety  
Act of 1966.  
72 Stat. 885.

SEC 101 Title 23, United States Code, is hereby amended by adding at the end thereof a new chapter

“Chapter 4.—HIGHWAY SAFETY

- ‘ Sec
- “401 Authority of the Secretary
- “402 Highway safety programs
- “403 Highway safety research and development
- “404 National Highway Safety Advisory Committee

“§ 401. Authority of the Secretary

“The Secretary is authorized and directed to assist and cooperate with other Federal departments and agencies, State and local governments, private industry, and other interested parties, to increase highway safety

“§ 402. Highway safety programs

“(a) Each State shall have a highway safety program approved by the Secretary, designed to reduce traffic accidents and deaths, injuries, and property damage resulting therefrom. Such programs shall be in accordance with uniform standards promulgated by the Secretary. Such uniform standards shall be expressed in terms of performance criteria. Such uniform standards shall be promulgated by the Secretary so as to improve driver performance (including, but not limited to, driver education, driver testing to determine proficiency to operate motor vehicles, driver examinations (both physical and mental) and driver licensing) and to improve pedestrian performance. In addition such uniform standards shall include, but not be limited to, provisions for an effective record system of accidents (including injuries and deaths resulting therefrom), accident investigations to determine the probable causes of accidents, injuries, and deaths, vehicle registration, operation, and inspection, highway design and maintenance (including lighting, markings, and surface treatment), traffic control, vehicle codes and laws, surveillance of traffic for detection and correction of high or potentially high accident locations, and emergency services. Such standards as are applicable to State highway safety programs shall, to the extent determined appropriate by the Secretary, be applicable to federally administered areas where a Federal department or agency controls the highways or supervises traffic operations. The Secretary shall be authorized to amend or waive standards on a temporary basis for the purpose of evaluating new or different highway safety programs instituted on an experimental, pilot, or demonstration basis by one or more States, where the Secretary finds that the public interest would be served by such amendment or waiver.

“(b) (1) The Secretary shall not approve any State highway safety program under this section which does not—

“(A) provide that the Governor of the State shall be responsible for the administration of the program

“(B) authorize political subdivisions of such State to carry out local highway safety programs within their jurisdictions as a

part of the State highway safety program if such local highway safety programs are approved by the Governor and are in accordance with the uniform standards of the Secretary promulgated under this section

“(C) provide that at least 40 per centum of all Federal funds apportioned under this section to such State for any fiscal year will be expended by the political subdivisions of such State in carrying out local highway safety programs authorized in accordance with subparagraph (B) of this paragraph

“(D) provide that the aggregate expenditure of funds of the State and political subdivisions thereof, exclusive of Federal funds, for highway safety programs will be maintained at a level which does not fall below the average level of such expenditures for its last two full fiscal years preceding the date of enactment of this section

“(E) provide for comprehensive driver training programs, including (1) the initiation of a State program for driver education in the school systems or for a significant expansion and improvement of such a program already in existence, to be administered by appropriate school officials under the supervision of the Governor as set forth in subparagraph (A) of this paragraph, (2) the training of qualified school instructors and their certification, (3) appropriate regulation of other driver training schools, including licensing of the schools and certification of their instructors, (4) adult driver training programs, and programs for the retraining of selected drivers; and (5) adequate research, development and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver training use

“(2) The Secretary is authorized to waive the requirement of subparagraph (C) of paragraph (1) of this subsection, in whole or in part, for a fiscal year for any State whenever he determines that there is an insufficient number of local highway safety programs to justify the expenditure in such State of such percentage of Federal funds during such fiscal year.

Use of funds.

“(c) Funds authorized to be appropriated to carry out this section shall be used to aid the States to conduct the highway safety programs approved in accordance with subsection (a), shall be subject to a deduction not to exceed 5 per centum for the necessary costs of administering the provisions of this section, and the remainder shall be apportioned among the several States. For the fiscal years ending June 30, 1967, June 30, 1968, and June 30, 1969, such funds shall be apportioned 75 per centum on the basis of population and 25 per centum as the Secretary in his administrative discretion may deem appropriate and thereafter such funds shall be apportioned as Congress, by law enacted hereafter, shall provide. On or before January 1, 1969, the Secretary shall report to Congress his recommendations with respect to a nondiscretionary formula for apportionment of funds authorized to carry out this section for the fiscal year ending June 30, 1970, and fiscal years thereafter. After December 31, 1968, the Secretary shall not apportion any funds under this subsection to any State which is not implementing a highway safety program approved by the Secretary in accordance with this section. Federal aid highway funds apportioned on or after January 1, 1969, to any State which is not implementing a highway safety program approved by the Secretary in accordance with this section shall be reduced by amounts equal to 10 per centum of the amounts which would otherwise be apportioned to such State under section 104 of this title, until

such time as such State is implementing an approved highway safety program. Whenever he determines it to be in the public interest, the Secretary may suspend, for such periods as he deems necessary, the application of the preceding sentence to a State. Any amount which is withheld from apportionment to any State under this section shall be reapportioned to the other States in accordance with the applicable provisions of law.

“(d) All provisions of chapter 1 of this title that are applicable to Federal-aid primary highway funds other than provisions relating to the apportionment formula and provisions limiting the expenditure of such funds to the Federal-aid systems, shall apply to the highway safety funds authorized to be appropriated to carry out this section, except as determined by the Secretary to be inconsistent with this section. In applying such provisions of chapter 1 in carrying out this section the term ‘State highway department’ as used in such provisions shall mean the Governor of a State for the purposes of this section.

“(e) Uniform standards promulgated by the Secretary to carry out this section shall be developed in cooperation with the States, their political subdivisions, appropriate Federal departments and agencies, and such other public and private organizations as the Secretary deems appropriate.

“(f) The Secretary may make arrangements with other Federal departments and agencies for assistance in the preparation of uniform standards for the highway safety programs contemplated by subsection (a) and in the administration of such programs. Such departments and agencies are directed to cooperate in such preparation and administration, on a reimbursable basis.

“(g) Nothing in this section authorizes the appropriation or expenditure of funds for (1) highway construction, maintenance, or design (other than design of safety features of highways to be incorporated into standards) or (2) any purpose for which funds are authorized by section 403 of this title.

#### “§ 403. Highway safety research and development

“The Secretary is authorized to use funds appropriated to carry out this section to carry out safety research which he is authorized to conduct by subsection (a) of section 307 of this title. In addition, the Secretary may use the funds appropriated to carry out this section, either independently or in cooperation with other Federal departments or agencies, for (1) grants to State or local agencies, institutions, and individuals for training or education of highway safety personnel, (2) research fellowships in highway safety, (3) development of improved accident investigation procedures, (4) emergency service plans, (5) demonstration projects, and (6) related activities which are deemed by the Secretary to be necessary to carry out the purposes of this section.

#### “§ 404. National Highway Safety Advisory Committee

“(a) (1) There is established in the Department of Commerce a National Highway Safety Advisory Committee, composed of the Secretary or an officer of the Department appointed by him, who shall be chairman, the Federal Highway Administrator, and twenty-nine members appointed by the President, no more than four of whom shall be Federal officers or employees. The appointed members, having due regard for the purposes of this chapter, shall be selected from among representatives of various State and local governments, including State legislatures, of public and private interests contributing to,

affected by, or concerned with highway safety, and of other public and private agencies, organizations, or groups demonstrating an active interest in highway safety, as well as research scientists and other individuals who are expert in this field

"(2) (A) Each member appointed by the President shall hold office for a term of three years, except that (i) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and (ii) the terms of office of members first taking office after the date of enactment of this section shall expire as follows: ten at the end of one year after such date, ten at the end of two years after such date, and nine at the end of three years after such date, as designated by the President at the time of appointment, and (iii) the term of any member shall be extended until the date on which the successor's appointment is effective. None of the members appointed by the President other than Federal officers or employees shall be eligible for reappointment within one year following the end of his preceding term.

Pay.

"(B) Members of the Committee who are not officers or employees of the United States shall, while attending meetings or conferences of such Committee or otherwise engaged in the business of such Committee, be entitled to receive compensation at a rate fixed by the Secretary, but not exceeding \$100 per diem, including traveltime, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized in section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in the Government service employed intermittently. Payments under this section shall not render members of the Committee employees or officials of the United States for any purpose.

60 Stat. 808;  
75 Stat. 339,  
340.

"(b) The National Highway Safety Advisory Committee shall advise, consult with, and make recommendations to, the Secretary on matters relating to the activities and functions of the Department in the field of highway safety. The Committee is authorized (1) to review research projects or programs submitted to or recommended by it in the field of highway safety and recommend to the Secretary, for prosecution under this title, any such projects which it believes show promise of making valuable contributions to human knowledge with respect to the cause and prevention of highway accidents; and (2) to review, prior to issuance, standards proposed to be issued by order of the Secretary under the provisions of section 402(a) of this title and to make recommendations thereon. Such recommendations shall be published in connection with the Secretary's determination or order.

"(c) The National Highway Safety Advisory Committee shall meet from time to time as the Secretary shall direct, but at least once each year.

"(d) The Secretary shall provide to the National Highway Safety Committee from among the personnel and facilities of the Department of Commerce such staff and facilities as are necessary to carry out the functions of such Committee."

Repeal.

Sec. 102 (a) Sections 135 and 313 of title 23 of the United States Code are hereby repealed.

(b) (1) The analysis of chapter 1 of title 23, United States Code, is hereby amended by deleting

"135 Highway safety programs"

(2) The analysis of chapter 3 of title 23, United States Code, is hereby amended by deleting

"313 Highway safety conference "

(3) There is hereby added at the end of the table of chapters at the beginning of title 23, United States Code, the following

"4 Highway safety----- 401"

SEC 103 Section 307 of title 23, United States Code, is amended (1) by inserting in subsection (a) thereof immediately after "section 104 of this title" the following " , funds authorized to carry out section 403 of this title," and (2) by adding at the end of such section the following new subsection

"(d) As used in this section the term 'safety' includes, but is not limited to, highway safety systems, research, and development relating to vehicle, highway, and driver characteristics, accident investigations, communications, emergency medical care, and transportation of the injured "

SEC 104 For the purpose of carrying out section 402 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$67,000,000 for the fiscal year ending June 30, 1967, \$100,000,000 for the fiscal year ending June 30, 1968, and \$100,000,000 for the fiscal year ending June 30, 1969

SEC 105 For the purpose of carrying out sections 307 (a) and 403 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$10,000,000 for the fiscal year ending June 30, 1967; \$20,000,000 for the fiscal year ending June 30, 1968; and \$25,000,000 for the fiscal year ending June 30, 1969

SEC 106 All facts contained in any report of any Federal department or agency or any officer, employee, or agent thereof, relating to any highway traffic accident or the investigation thereof conducted pursuant to chapter 4 of title 23 of the United States Code shall be available for use in any civil, criminal, or other judicial proceeding arising out of such accident, and any such officer, employee, or agent may be required to testify in such proceedings as to the facts developed in such investigation. Any such report shall be made available to the public in a manner which does not identify individuals. All completed reports on research projects, demonstration projects, and other related activities conducted under sections 307 and 403 of title 23, United States Code, shall be made available to the public in a manner which does not identify individuals

## TITLE II—ADMINISTRATION AND REPORTING

SEC 201 The Secretary shall carry out the provisions of the Highway Safety Act of 1966 (including chapter 4 of title 23 of the United States Code) through a National Highway Safety Agency (hereinafter referred to as the "Agency"), which he shall establish in the Department of Commerce. The Agency shall be headed by an Administrator who shall be appointed by the President, by and with the advice and consent of the Senate, who shall be compensated at the rate prescribed for level V of the Federal Executive Salary Schedule established by the Federal Executive Salary Act of 1964. The Administrator shall be a citizen of the United States, and shall be appointed with due regard for his fitness to discharge efficiently the powers and the duties delegated to him. The Administrator shall have

no pecuniary interest in or own any stock in or bonds of any enterprise involved in (1) manufacturing motor vehicles or motor vehicle equipment, or (2) constructing highways, nor shall he engage in any other business, vocation, or employment. The Administrator shall perform such duties as are delegated to him by the Secretary. On highway matters the Administrator shall consult with the Federal Highway Administrator. The President is authorized to carry out the provisions of the National Traffic and Motor Vehicle Safety Act of 1966 through the Agency and Administrator authorized by this section.

Ante, p. 718.

Report to President and Congress.

SEC 202 (a) The Secretary shall prepare and submit to the President for transmittal to the Congress on March 1 of each year a comprehensive report on the administration of the Highway Safety Act of 1966 (including chapter 4 of title 23 of the United States Code) for the preceding calendar year. Such report should include but not be restricted to (1) a thorough statistical compilation of the accidents and injuries occurring in such year, (2) a list of all safety standards issued or in effect in such year, (3) the scope of observance of applicable Federal standards; (4) a statement of enforcement actions including judicial decisions, settlements, or pending litigation during the year, (5) a summary of all current research grants and contracts together with a description of the problems to be considered by such grants and contracts, (6) an analysis and evaluation of completed research activities and technological progress achieved during such year together with the relevant policy recommendations flowing therefrom, (7) the effectiveness of State highway safety programs (including local highway safety programs) and (8) the extent to which technical information was being disseminated to the scientific community and consumer-oriented material was made available to the motoring public.

Recommendations for additional legislation.

(b) The annual report shall also contain such recommendations for additional legislation as the Secretary deems necessary to promote cooperation among the several States in the improvement of highway safety and to strengthen the national highway safety program.

Report to Congress.

SEC 203 The Secretary of Commerce shall report to Congress, not later than July 1, 1967, all standards to be initially applied in carrying out section 402 of title 23 of the United States Code.

Effect of alcohol on highway safety and drivers, study.

SEC 204 The Secretary of Commerce shall make a thorough and complete study of the relationship between the consumption of alcohol and its effect upon highway safety and drivers of motor vehicles, in consultation with such other government and private agencies as may be necessary. Such study shall cover review and evaluation of State and local laws and enforcement methods and procedures relating to driving under the influence of alcohol, State and local programs for the treatment of alcoholism, and such other aspects of this overall problem as may be useful. The results of this study shall be reported to the Congress by the Secretary on or before July 1, 1967, and shall include recommendations for legislation if warranted.

78 Stat. 419.  
5 USC 2211.

SEC 205 The Federal Highway Administrator and any other officer who may subsequent to the date of enactment of this Act become the operating head of the Bureau of Public Roads shall receive compensation at the rate prescribed for level IV of the Federal Executive Salary Schedule established by the Federal Executive Salary Act of 1964.

Priority projects.

SEC 206 Section 105 of title 23, United States Code, is hereby amended by adding the following subsection at the end thereof:

"(e) In approving programs for projects on the Federal-aid systems pursuant to chapter 1 of this title, the Secretary shall give priority to those projects which incorporate improved standards and features with safety benefits."

September 9, 1966

- 7 -

Pub. Law 89-564

80 STAT. 737

SEC 207 In order to provide the basis for evaluating the continuing programs authorized by this Act, and to furnish the Congress with the information necessary for authorization of appropriations for fiscal years beginning after June 30, 1969, the Secretary, in cooperation with the Governors or the appropriate State highway safety agencies, shall make a detailed estimate of the cost of carrying out the provisions of this Act. The Secretary shall submit such detailed estimate and recommendations for Federal, State, and local matching funds to the Congress not later than January 10, 1968. Estimate of cost.

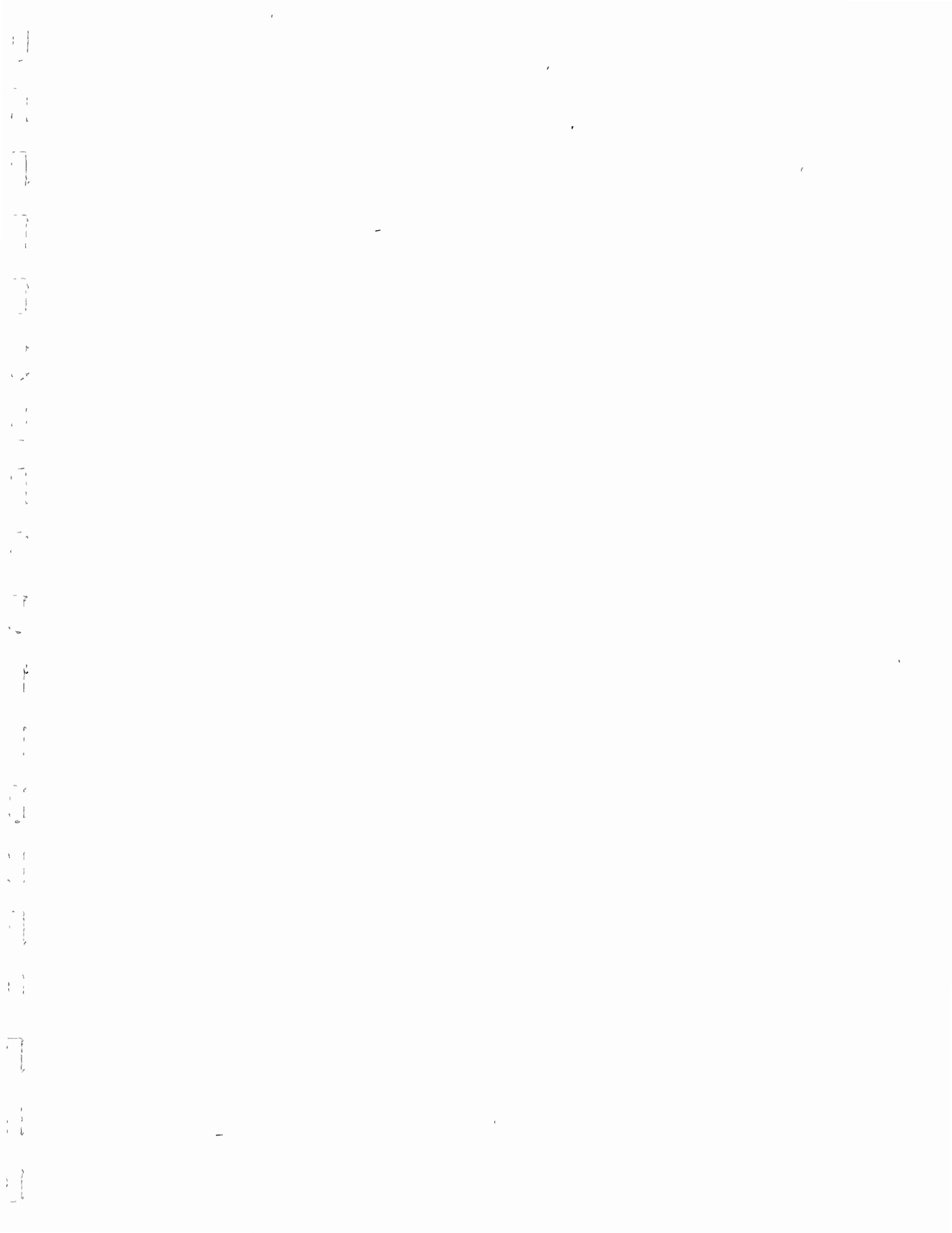
SEC 208 This Act may be cited as the "Highway Safety Act of 1966" Short title.

Approved September 9, 1966, 1:11 p. m.

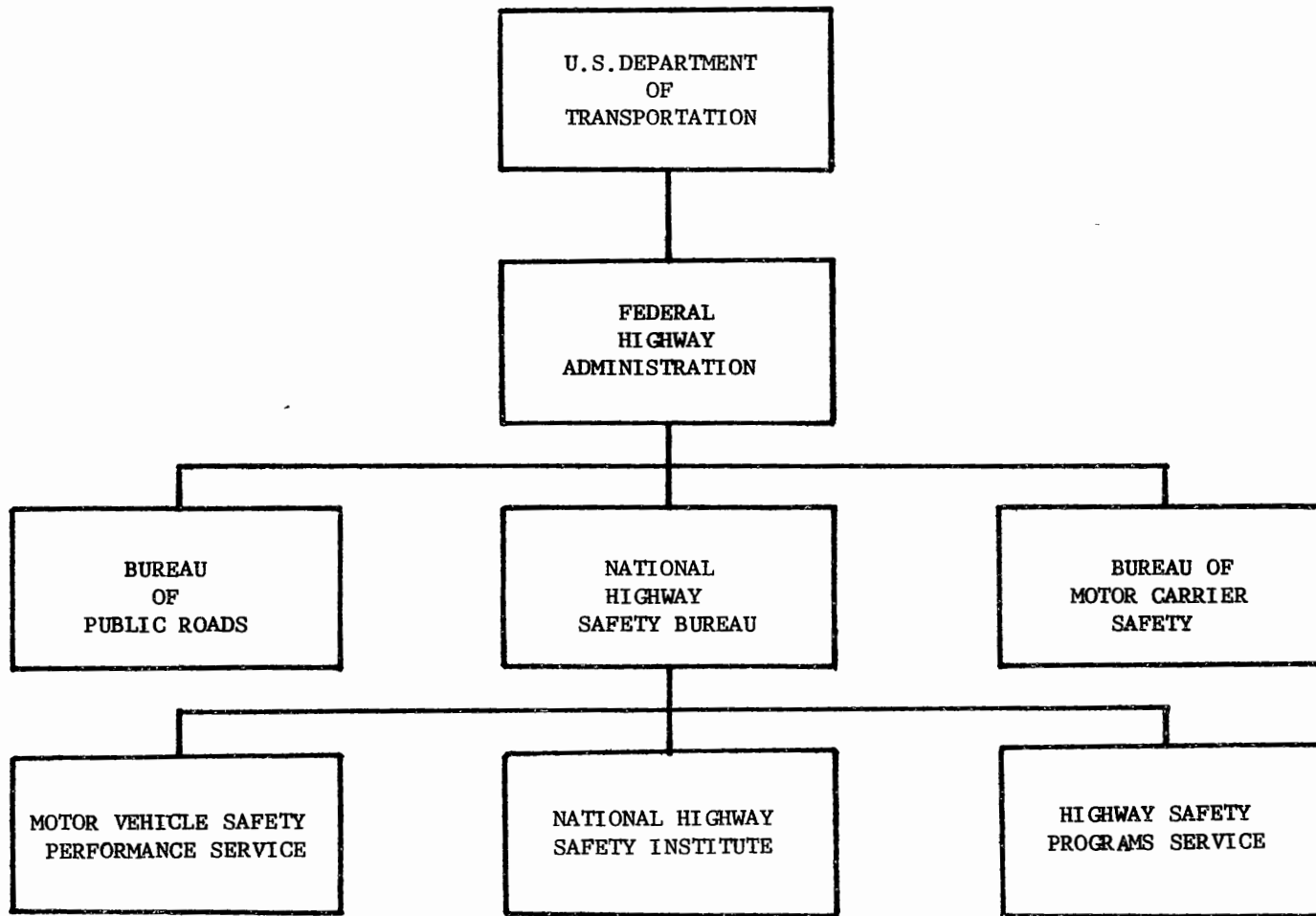
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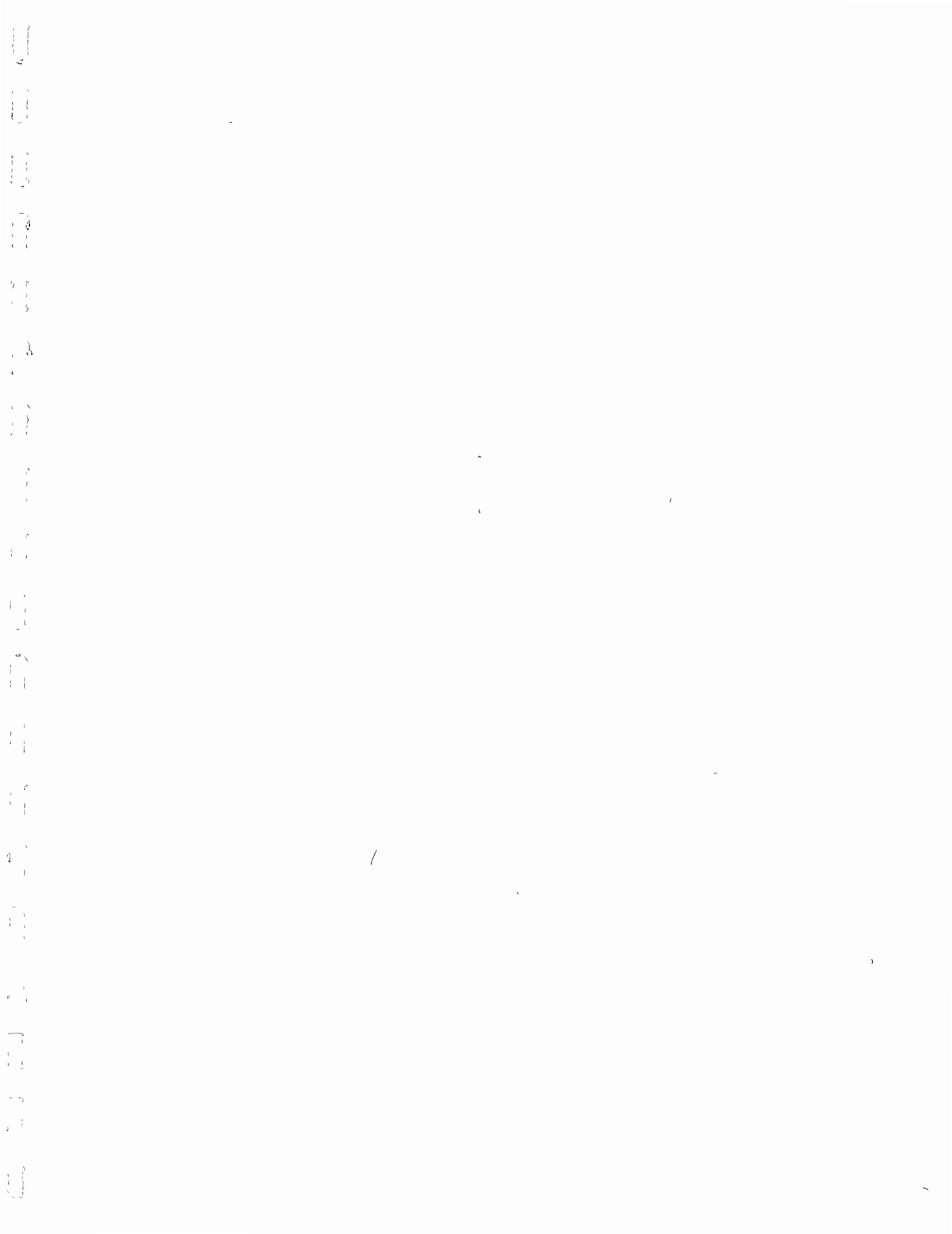
LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 1700 accompanying H. R. 13290 (Comm. on Public Works) and No. 1920 (Comm. of Conference).  
SENATE REPORT No. 1302 (Comm. on Public Works).  
CONGRESSIONAL RECORD, Vol. 112 (1966):  
June 24: Considered and passed Senate.  
June 27: Reconsidered and passed Senate.  
Aug. 18: Considered and passed House, amended, in lieu of H. R. 13290.  
Aug. 31: House agreed to conference report.  
Sept. 1: Senate adopted conference report.

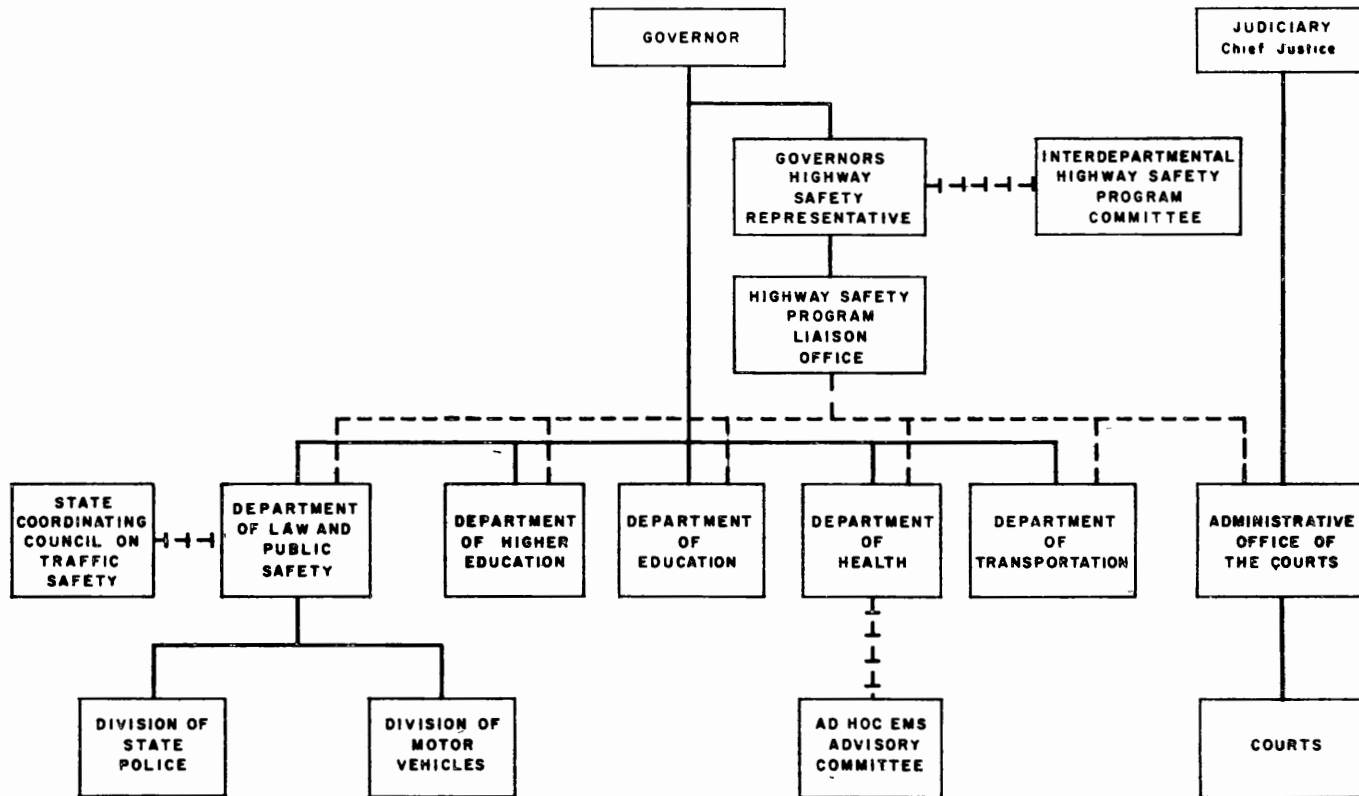


# RELATION OF THE NATIONAL HIGHWAY SAFETY BUREAU TO THE FEDERAL HIGHWAY ADMINISTRATION AND THE DEPARTMENT OF TRANSPORTATION



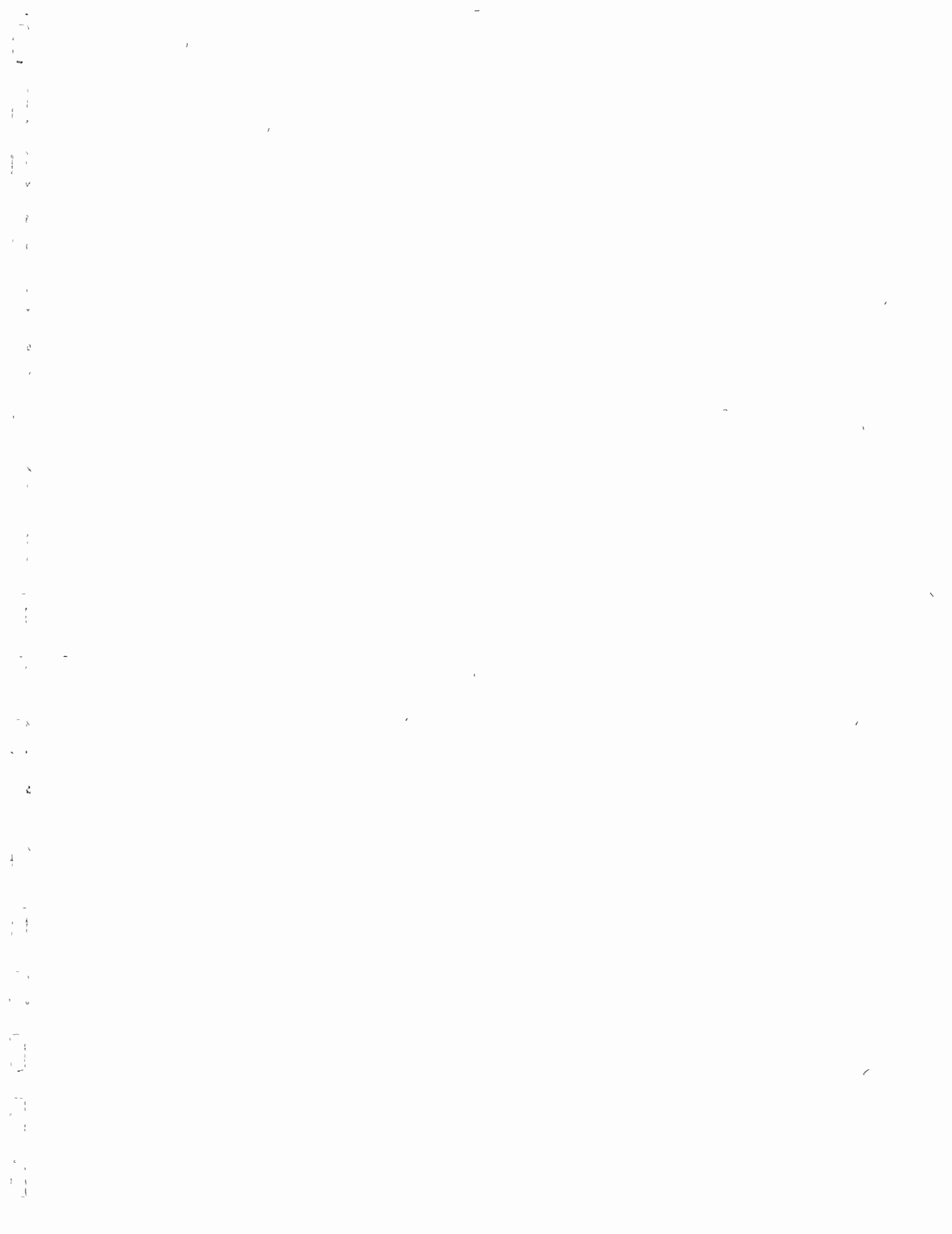


STATE OF NEW JERSEY HIGHWAY SAFETY PROGRAM ORGANIZATION



LEGEND

- Direct Line of Authority
- Coordination and Liaison Authority
- - - - - Advisory and Policy Development



# Highway Safety Program Standards



**FEBRUARY 1969**

# FEDERAL HIGHWAY ADMINISTRATION

## REGIONAL OFFICES

- No 1 4 Normanskill Blvd, Delmar, NY 12054  
CONNECTICUT, MAINE MASSACHUSETTS,  
NEW HAMPSHIRE, NEW JERSEY, NEW YORK,  
RHODE ISLAND, VERMONT, PUERTO RICO
- No 2 1633 Federal Building, 31 Hopkins Place, Balti-  
more, Maryland 21201  
DELAWARE, DISTRICT OF COLUMBIA, MARY-  
LAND, OHIO, PENNSYLVANIA, VIRGINIA,  
WEST VIRGINIA
- No 3 1720 Peachtree Road, N W, Atlanta, Georgia 30323  
ALABAMA, FLORIDA, GEORGIA, MISSISSIPPI,  
NORTH CAROLINA, SOUTH CAROLINA, TEN-  
NESSEE
- No 4 18209 Dixie Highway, Homewood, Illinois 60430  
ILLINOIS, INDIANA, KENTUCKY, MICHIGAN,  
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- No 5 Civic Center Station, P.O. Box 15177, Kansas City,  
Missouri 64106  
IOWA, KANSAS, MINNESOTA, MISSOURI, NE-  
BRASKA, NORTH DAKOTA, SOUTH DAKOTA
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ARKANSAS, LOUISIANA, OKLAHOMA, TEXAS
- No 7 450 Golden Gate Avenue, Box 36096, San Fran-  
cisco, Calif 94102  
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ALASKA, IDAHO, MONTANA, OREGON, WASH-  
INGTON
- No 9 Denver Federal Center, Bldg 40, Denver, Colo-  
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1000 N Glebe Road, Arlington, Virginia 22201
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INTER-AMERICAN HIGHWAY COSTA RICA,  
GUATEMALA, NICARAGUA, PANAMA



U S Department of Transportation  
John A Volpe, *Secretary*

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**Highway Safety Program Standard 1**  
**PERIODIC MOTOR VEHICLE INSPECTION**

**Introduction**

Until recently there was very little firm evidence to support the reasonable supposition that State inspection systems contribute to highway safety. This deficiency has now been overcome, at least in part. Recent research demonstrates significant differences in State motor vehicle accident death rates associated with inspection programs. Although much more specific information is needed, especially with respect to the extent to which various kinds of inspection contribute to the overall results, it is clear that the inspection of motor vehicles by the States has an important place in highway safety.

**Background**

We will obviate the value of every program element involved in this effort if State safety programs do not include vehicle inspection requirements.

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p 12

For example We know today that only 21 States have legislation requiring periodic inspection of vehicles. General experience indicates that vehicles inspected are more often than not deficient in components that are important to safety.

Report No 1302, United States Senate 89th Congress, 2d Session, June 23, 1966, p 6

**Purpose**

To increase, through periodic vehicle inspection, the likelihood that every vehicle operated on the public highways is properly equipped

and is being maintained in reasonably safe working order.

**Standard**

Each State shall have a program for periodic inspection of all registered vehicles or other experimental, pilot, or demonstration program approved by the Secretary, to reduce the number of vehicles with existing or potential conditions which cause or contribute to accidents or increase the severity of accidents which do occur, and shall require the owner to correct such conditions.

I The program shall provide, as a minimum, that

A Every vehicle registered in the State is inspected either at the time of initial registration and at least annually thereafter, or at such other time as may be designated under an experimental, pilot, or demonstration program approved by the Secretary.

B The inspection is performed by competent personnel specifically trained to perform their duties and certified by the State.

C The inspection covers systems, subsystems, and components having substantial relation to safe vehicle performance.

D The inspection procedures equal or exceed criteria issued or endorsed by the National Highway Safety Bureau.

E Each inspection station maintains records in a form specified by the State, which include at least the following information.

- 1 class of vehicle
- 2 date of inspection
- 3 make of vehicle
- 4 model year
- 5 vehicle identification number

- 6. defects by category
- 7 identification of inspector
- 8 mileage or odometer reading

F The State publishes summaries of records of all inspection stations at least an-

nually, including tabulations by make and model of vehicle

II The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary

## Highway Safety Program Standard 2

### MOTOR VEHICLE REGISTRATION

#### Introduction

Motor vehicle registration procedures need to be improved and adequate records systems developed so that vehicle ownership can be identified rapidly and efficiently for investigative, law enforcement, and other operational and research purposes. Central systems for recording are available in some States, but there is a general need for improvement.

#### Background

It is obvious that a single, central motor vehicle registration and titling system in each State, designed to fully and accurately describe each vehicle and its owner is essential as a control mechanism in any safety program.

In a society as extremely mobile as ours, the need to be able rapidly to identify vehicle ownership is paramount. Some States have no titling system at all, and vehicle registration is limited to license plate numbers assigned to named individuals. Others have fairly comprehensive central, cross-referenced registration and titling systems. Expanded and set up electronically, such a system would make it possible to identify a vehicle by as simple a process as the license number or as remote a process as, perhaps, its color and one or more of its exterior design characteristics. Vehicle registration is an indispensable tool to investigation and law enforcement.

Report No 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, pp 11 and 12

#### Purpose

I To provide a means of identifying the owner and type, weight, size and carrying capacities of every vehicle licensed to operate

in the State, and to make such data available for traffic safety studies and research, accident investigation, enforcement, and other operational uses.

II To provide a means for aggregating ownership and vehicle information for (a) accident research, (b) planning and development of streets, highways and related facilities, and (c) other operational uses.

#### Standard

Each State shall have a motor vehicle registration program, which shall provide for rapid identification of each vehicle and its owner, and shall make available pertinent data for accident research and safety program development.

I The program shall be such that every vehicle operated on public highways is registered and the following information is readily available for each vehicle:

- A Make
- B Model year
- C Identification number (rather than motor number)
- D Type of body
- E License plate number
- F Name of current owner
- G Current address of owner
- H Registered gross laden weight of every commercial vehicle

II Each program shall have a records system that provides at least the following services:

- A Rapid entry of new data into the records or data system
- B Controls to eliminate unnecessary or unreasonable delay in obtaining data

C. Rapid audio or visual response upon receipt at the records station of any priority request for status of vehicle possession authorization

D. Data available for statistical compilation as needed by authorized sources

E. Identification and ownership of vehicle sought for enforcement or other operation needs

III. This program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary.

## Highway Safety Program Standard 3

### MOTORCYCLE SAFETY

#### Introduction

It is clear that there are many actions which can be taken to reduce significantly deaths and injuries from motorcycle accidents. Every State should have a program specifically related to motorcycle operation including requirements for licensing, inspection and safety equipment.

#### Background

Deaths and injuries from motorcycle accidents doubled between 1963 and 1965. This fact is particularly alarming when it is understood that most of those killed and injured were young people under the age of 25. Motorcycle registrations have jumped from 574,080 in 1960 to 1,914,700 in 1966. By 1970 the annual increase is expected to reach one million per year. Motorcycle safety takes on grave dimensions in view of the fact that since 1960 the rate of motorcycle fatalities has increased at about the same rate as the number of motorcycles.

#### Purpose

To assure that motorcycles, motorcycle operators and their passengers meet standards which contribute to safe operation and protection from injuries.

#### Standard

For the purposes of this standard a motorcycle is defined as any motor-driven vehicle having a seat or saddle for the use of the rider and designed to travel on not more than three wheels in contact with the ground, but excluding tractors and vehicles on which the operator and passengers ride within an enclosed cab.

Each State shall have a motorcycle safety

program to insure that only persons physically and mentally qualified will be licensed to operate a motorcycle, that protective safety equipment for drivers and passengers will be worn, and that the motorcycle meets standards for safety equipment.

I The program shall provide as a minimum that.

A Each person who operates a motorcycle

1 Passes an examination or reexamination designed especially for motorcycle operation

2 Holds a license issued specifically for motorcycle use or a regular license endorsed for each purpose

B Each motorcycle operator wears an approved safety helmet and eye protection when he is operating his vehicle on streets and highways

C Each motorcycle passenger wears an approved safety helmet, and is provided with a seat and footrest

D Each motorcycle is equipped with a rear-view mirror

E Each motorcycle is inspected at the time it is initially registered and at least annually thereafter, or in accordance with the State's inspection requirements \*

II The program shall be periodically evaluated by the State for its effectiveness in terms of reductions in accidents and their end results, and the National Highway Safety Bureau shall be provided with an evaluation summary.

\*See Periodic Motor Vehicle Inspection standard



## Highway Safety Program Standard 4

### DRIVER EDUCATION

#### Introduction

There is a national need for the improvement of public and private driver education courses and for making them more widely available. Higher standards of classroom and behind-the-wheel instruction are of central importance, together with the resources required to implement such standards. Also needed is the development of programs for dealing with the remedial training of problem drivers.

#### Background

Section 402(b)(1) The Secretary shall not approve any State highway safety program under this section which does not—

(E) provide for comprehensive driver training programs, including (1) the initiation of a State program for driver education in the school systems or for a significant expansion and improvement of such a program already in existence, to be administered by appropriate school officials under the supervision of the Governor as set forth in subparagraph (A) of this paragraph; (2) the training of qualified school instructors and their certification, (3) appropriate regulation of other training schools, including licensing of the schools and certification of their instructors, (4) adult driver training programs, and programs for the retraining of selected drivers, and (5) adequate research, development and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver training use

Highway Safety Act of 1966 (23 USC)

In addition to the driver education courses given in public schools, privately operated

commercial driver training schools exist in most States and are controlled by regulation in about half of the States. Obviously, the option for both students and adults to obtain driver training through private means should be available, provided the quality of the training is required to be maintained at a prescribed level.

Report No. 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, p 9.

#### Purpose

To insure that every eligible high school student has the opportunity to enroll in a course of instruction designed to train him to drive skillfully and as safely as possible under all traffic and roadway conditions.

To insure that commercial driver training schools achieve and maintain a corresponding level of instruction for beginning drivers with recognition of differences between the needs of adults and adolescents.

To provide education courses offering driving instruction to adults.

#### Standard

Each State, in cooperation with its political subdivisions, shall have a driver education and training program. This program shall provide at least that

I There is a driver education program available to all youths of licensing age which

A Is taught by instructors certified by the State as qualified for these purposes

B Provides each student with practice driving and instruction in at least the following

1 Basic and advanced driving techniques including techniques for handling emergencies

2 Rules of the road, and other State laws and local motor vehicle laws and ordinances

3. Critical vehicle systems and subsystems requiring preventive maintenance.

4 The vehicle, highway and community features

a that aid the driver in avoiding crashes,

b that protect him and his passengers in crashes,

c. that maximize the salvage of the injured

5 Signs, signals, and highway markings, and highway design features which require understanding for safe operation of motor vehicles

6. Differences in characteristics of urban and rural driving including safe use of modern expressways.

7 Pedestrian safety

C. Encourages students participating in the program to enroll in first aid training.

II. There is a State research and development program including adequate research, development and procurement of practice driving facilities, simulators, and other similar teaching aids for both school and other driver training use.

III There is a program for adult driver training and retraining

IV Commercial driving schools are licensed and commercial driving instructors are certified in accordance with specific criteria adopted by the State

V. The program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary.

## Highway Safety Program Standard 5

### DRIVER LICENSING

#### Introduction

Much better techniques of driver licensing are possible with present knowledge, but are not in use in many States because of cost and for other reasons. In addition, many States do not have systematic procedures for relating the performance of the motorist (e.g., his record of accidents and moving violations) to licensing.

Apart from linking driver performance to licensing, licensing agencies also have the difficult problem of medical criteria for licensing. Physicians have the related problem of deciding when to recommend that a patient no longer drive.

The objective of driver licensing and performance activities will be to stimulate improved driver licensing with proper safeguards against licensing potentially dangerous drivers on the one hand, and needlessly removing the opportunity of the citizen to drive on the other.

#### Background

But strict uniform licensing and renewal procedures must be developed and adopted, covering minimum age limits, mandatory physical and eyesight examinations, competent skills tests and written or oral examinations on traffic laws, varieties of traffic conditions, and emergency situations that arise in the operation of an automobile.

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p 9

The value of uniformity is clear in such matters as periodic reexamination of drivers.

Report No 1302, United States Senate 89th Congress, 2d Session, June 23, 1966, p 5

#### Purpose

To improve the quality of driving by implementing more effective and uniform licensing procedures, and thereby to reduce the number of accidents while also increasing the efficiency of traffic flow.

#### Standard

Each State shall have a driver licensing program (a) to insure that only persons physically and mentally qualified will be licensed to operate a vehicle on the highways of the State, and (b) to prevent needlessly removing the opportunity of the citizen to drive. The program shall provide, as a minimum, that

I Each driver holds only one license, which identifies the type(s) of vehicle(s) he is authorized to drive.\*

II Each driver submits acceptable proof of date and place of birth in applying for his original license.

III Each driver

A Passes an initial examination demonstrating his

1 Ability to operate the class(es) of vehicle(s) for which he is licensed

2 Ability to read and comprehend traffic signs and symbols

3 Knowledge of laws relating to traffic (rules of the road) safe driving procedures, vehicle and highway safety features, emergency situations that arise in the operation of an automobile, and other driver responsibilities

4 Visual acuity, which must meet or exceed State standards.

\*See Motorcycle Safety standard

B Is reexamined at an interval not to exceed four years, for at least visual acuity and knowledge of rules of the road

IV A record on each driver is maintained which includes positive identification, current address, and driving history. In addition, the record system shall provide the following services.

A Rapid entry of new data into the system.

B Controls to eliminate unnecessary or unreasonable delay in obtaining data which is required for the system

C Rapid audio or visual response upon receipt at the records station of any priority request for status of driver license validity

D Ready availability of data for statistical compilation as needed by authorized sources.

E Ready identification of drivers sought for enforcement or other operational needs

V Each license is issued for a specific term, and must be renewed to remain valid. At time of issuance or renewal each driver's record must be checked

VI There is a driver improvement program to identify problem drivers for record

review and other appropriate actions designed to reduce the frequency of their involvement in traffic accidents or violations

VII. There is

A A system providing for medical evaluation of persons whom the driver licensing agency has reason to believe have mental or physical conditions which might impair their driving ability.

B A procedure which will keep the driver license agency informed of all licensed drivers who are currently applying for or receiving any type of tax, welfare or other benefits or exemptions for the blind or nearly blind

C. A medical advisory board or equivalent allied health professional unit composed of qualified personnel to advise the driver license agency on medical criteria and vision standards

VIII The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary. The evaluation shall attempt to ascertain the extent to which driving without a license occurs

## Highway Safety Program Standard 6

### CODES AND LAWS

#### Introduction

There is general agreement on the fundamental importance of uniform vehicle codes and other laws related to highway safety

This program area involves assisting the States to adopt codes consistent with those of their neighbors and to promulgate new legislation to deal with motoring problems that did not exist prior to the advent of modern high-speed travel.

#### Background

basic motor vehicle codes and traffic laws should be made uniform throughout the Nation. The laws in the field are literally a jungle of confusion. There is a vast array of changing and conflicting traffic laws and control systems as we drive from State to State. This situation not only makes it impossible for the driver to know what the law is, but it encourages him to ignore the law

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p 19

#### Purpose

To eliminate all major variations in traffic codes, laws, and ordinances on given aspects

of highway safety among political subdivisions in a State, to increase the compatibility of these ordinances with a unified overall State policy on traffic safety codes and laws, and to further the adoption of appropriate aspects of the Rules of the Road section of the Uniform Vehicle Code<sup>1</sup>

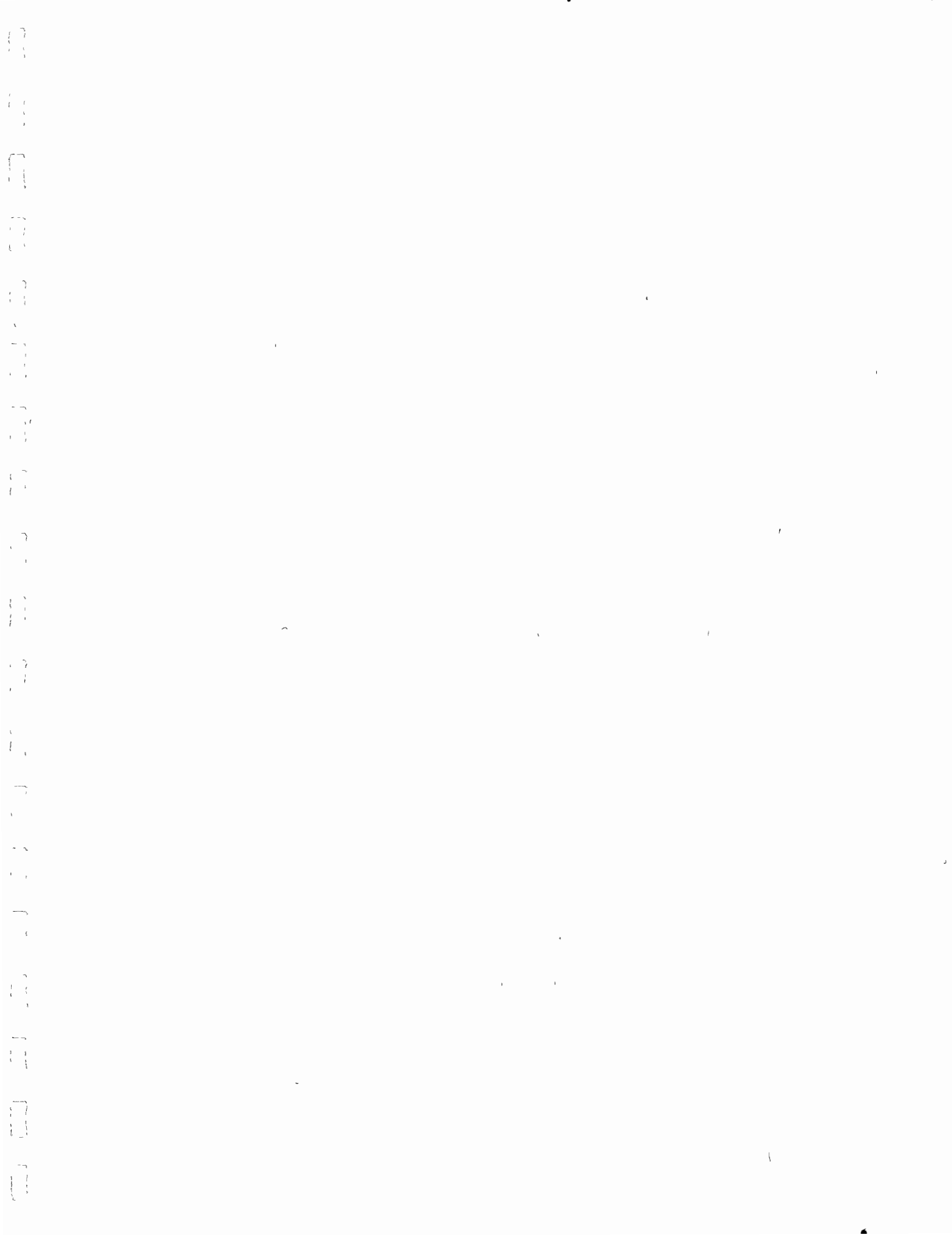
#### Standard

Each State shall develop and implement a program to achieve uniformity of traffic codes and laws throughout the State. The program shall provide at least that

I There is a plan to achieve uniform rules of the road in all of its jurisdictions

II There is a plan to make the State's unified rules of the road consistent with similar unified plans of other States. Toward this end, each State shall undertake and maintain continuing comparisons of all State and local laws, statutes and ordinances with the comparable provisions of the Rules of the Road section of the Uniform Vehicle Code<sup>1</sup>

<sup>1</sup>UNIFORM VEHICLE CODE, Revised 1962, National Committee on Uniform Traffic Laws & Ordinances, 525 School St, S W, Wash, D C



## Highway Safety Program Standard 7

### TRAFFIC COURTS

#### Introduction

Traffic court records should be a part of each central traffic records system, particularly for the driver records

#### Background

The States must reappraise and review their traffic court systems. Traffic courts should be a regularly established part of the State judicial system, with full-time judges and staffs, assigned quarters, and operating procedures which insure reasonable availability of court services for alleged offenders. No traffic court or any of its personnel should be financially dependent upon any fee system, fines, costs, or other revenue resulting from processing violations of motor vehicle laws, and strict accounting procedures regarding collection of fees, fines, and costs should be instituted.

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p 19

#### Purpose

To provide prompt impartial adjudication of proceedings involving motor vehicle laws

#### Standard

Each State in cooperation with its political subdivisions shall have a program to assure that all traffic courts in it complement and

support local and Statewide traffic safety objectives. The program shall provide at least that

I. All convictions for moving traffic violations shall be reported to the State traffic records system.

#### II Program Recommendations

In addition the State should take appropriate steps to meet the following recommended conditions

A All individuals charged with moving hazardous traffic violations are required to appear in court

B Traffic courts are financially independent of any fee system, fines, costs, or other revenue such as posting or forfeiture of bail or other collateral resulting from processing violations of motor-vehicle laws

C Operating procedures, assignment of judges, staff and quarters insure reasonable availability of court services for alleged traffic offenders

D There is a uniform accounting system regarding traffic violation notices, collection of fines, fees and costs

E There are uniform rules governing court procedures in traffic cases.

F. There are current manuals and guides for administration, court procedures, and accounting



Highway Safety Program Standard 8

ALCOHOL IN RELATION TO HIGHWAY SAFETY

**Introduction**

The driver who drinks is one of the major problems affecting highway safety. Yet, while most States have some laws relating to control of drivers who drive while under the influence of intoxicating liquor, most of the States need (1) to strengthen their "drunk driving" statutes, (2) to supplement these with "implied consent" authority, and (3) to establish an expanded information collection program on the extent to which alcohol is present among drivers and adult pedestrians involved in fatal accidents.

**Background**

Every witness who testified before the committee expressed deep and growing concern regarding the incidence of impairment by alcohol in relation to highway accidents. Though it is, on the basis of present information, impossible to state how many accidents were in fact the result, or even in part the result, of the driver's or the pedestrian's consumption of alcohol, the statistics do indicate clearly that alcohol is a factor present to some degree in about 50 percent of all accidents. This is a serious problem, and a perplexing one. Its alleviation and control will be extremely difficult, but its magnitude precludes its evasion.

Report No. 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p. 26

**Purpose**

To broaden the scope and number of activities directed toward reducing traffic accident loss experience arising in whole or part from persons driving under the influence of alcohol.

**Standard**

Each State, in cooperation with its political subdivisions, shall develop and implement a program to achieve a reduction in those traffic accidents arising in whole or in part from persons driving under the influence of alcohol. The program shall provide at least that:

I. There is a specification by the State of the following with respect to alcohol related offenses:

A. Chemical test procedures for determining blood-alcohol concentrations.

B. (1) The blood-alcohol concentrations, not higher than 10 percent by weight, which define the terms "intoxicated" or "under the influence of alcohol," and

(2) A provision making it either unlawful, or presumptive evidence of illegality, if the blood-alcohol concentration of a driver equals or exceeds the limit so established.

II. Any person placed under arrest for operating a motor vehicle while intoxicated or under the influence of alcohol is deemed to have given his consent to a chemical test of his blood, breath, or urine for the purpose of determining the alcohol content of his blood.

III. To the extent practicable, there are quantitative tests for alcohol:

A. On the bodies of all drivers and adult pedestrians who die within four hours of a traffic accident.

B. On all surviving drivers in accidents fatal to others.

IV. There are appropriate procedures established by the State for specifying:

A. The qualifications of personnel who administer chemical tests used to determine

blood, breath, and other body alcohol concentrations

B The methods and related details of specimen selection, collection, handling, and analysis

C. The reporting and tabulation of the results

V The program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary

## Highway Safety Program Standard 9

### IDENTIFICATION AND SURVEILLANCE OF ACCIDENT LOCATIONS

#### Introduction

The Bureau of Public Roads and the State highway departments are already conducting a program for the detection and correction of high accident locations. Similar programs for roads and streets not on the Federal-aid highway systems should be instituted in all States.

#### Background

such uniform standards shall include, but not be limited to surveillance of traffic for detection and correction of high or potentially high accident locations.

Highway Safety Act of 1966 23 USC  
402 (a)

#### Purpose

To identify specific locations or sections of streets and highways which have high or potentially high accident experience, as a basis for establishing priorities for improvement, selective enforcement, or other operational practices that will eliminate or reduce the hazards at the location so identified.

#### Standard

Each State, in cooperation with county and other local governments, shall have a program for identifying accident locations and for maintaining surveillance of those locations having high accident rates or losses.

I. The program shall provide, as a minimum, that

A. There is a procedure for accurate identification of accident locations on all roads and streets.

1. To identify accident experience and losses on any specific sections of the road and street system.

2. To produce an inventory of

a. High accident locations.

b. Locations where accidents are increasing sharply.

c. Design and operating features with which high accident frequencies or severities are associated.

3. To take appropriate measures for reducing accidents.

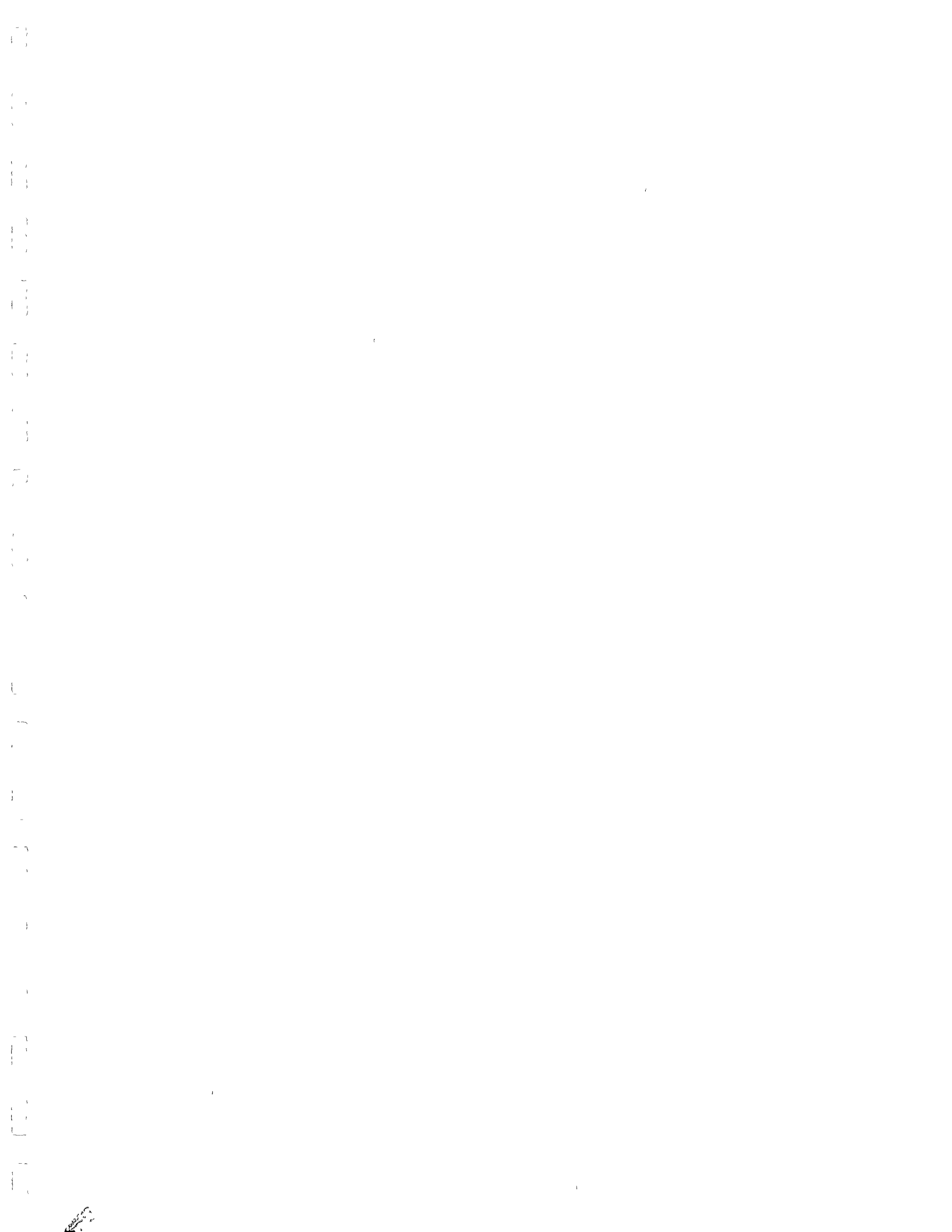
4. To evaluate the effectiveness of safety improvements on any specific section of the road and street system.

B. There is a systematically organized program.

1. To maintain continuing surveillance of the roadway network for potentially high accident locations.

2. To develop methods for their correction.

II. The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.



## Highway Safety Program Standard 10

### TRAFFIC RECORDS

#### Introduction

Four classes of routinely collected information comprise the data base for all aspects of a coordinated State traffic safety program (a) data pertaining to drivers, their licensing, violation records, and financial responsibility, (b) vehicle data such as make, model, and serial number, (c) highway data on a mile-post basis of bridges, structures, tangents, curves, intersections, and traffic control devices, and (d) accident data linked to the involved drivers, vehicles, and highway locations

With modern electronic data processing systems, all of these data are amendable to efficient handling, including acquisition, encoding, storage and retrieval. Without efficient handling methods, costs become prohibitive and data cannot be fully or properly used

The objective of the data systems program will be to upgrade all aspects of the accident information system, starting with the collection of raw data, followed by its encoding, storage, retrieval, analysis, and ultimate dissemination to users. Particular attention will be directed toward making State data useful to State and community executives and to their program directors and planners

#### Background

the most definitive, objective, and specialized accident investigation of which we are capable will be useless unless its results can be fed into a record system, correlated with other relevant data, and made to serve some purpose other than mere accumulation

Uniform, complete, and accurate accident reports, stored in one center in every State,

subject to rapid retrieval and analysis, and compatible with a national record system at the Federal level, can tell us not only how many accidents we have, but what kind of accidents they are, where and when they occur, the physical circumstances and the people, injuries, death and damage they involve, what emergency services and enforcement agencies responded and how, and what judicial actions resulted, to mention only the most obvious possibilities

No other part of the State program is as basic to ultimate success, nor as demanding of complete cooperation at every jurisdictional level

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, pp 10 and 11

#### Purpose

To assure that appropriate data on traffic accidents, drivers, motor vehicles, and roadways are available to provide

1 A reliable indication of the magnitude and nature of the highway traffic accident problem on a national, State and local scale

2 A reliable means for identifying short-term changes and long-term trends in the magnitude and nature of traffic accidents

3 A valid basis for

A The detection of high or potentially high accident locations and causes

B The detection of health, behavioral and related factors contributing to accident causation

C The design of accident, fatality, and injury countermeasures

D Developing means for evaluating the cost effectiveness of these measures

E. The planning and implementation of selected enforcement and other operational programs

**Standard**

Each State, in cooperation with its political subdivisions, shall maintain a traffic records system. The Statewide system (which may consist of compatible subsystems) shall include data for the entire State. Information regarding drivers, vehicles, accidents, and highways shall be compatible for purposes of analysis and correlation. Systems maintained by local governments shall be compatible with, and capable of furnishing data to the State system. The State system shall be capable of providing summaries, tabulations and special analyses to local governments on request.

The record system shall include (a) certain basic minimum data and (b) procedures for statistical analyses of these data.

The program shall provide as a minimum that

I Information on vehicles and system capabilities includes (conforms to Motor Vehicle Registration standard)

- A Make
- B Model year
- C Identification number (rather than motor number)
- D Type of body
- E License plate number
- F Name of current owner
- G Current address of owner
- H Registered gross laden weight of every commercial vehicle
- I Rapid entry of new data into the records or data system
- J Controls to eliminate unnecessary or unreasonable delay in obtaining data
- K Rapid audio or visual response upon receipt at the records station of any priority request for status of vehicle possession authorization
- L Data available for statistical compilation as needed by authorized sources
- M Identification and ownership of vehicles sought for enforcement or other operational needs

II. Information on drivers and system capabilities includes (conforms to Driver Licensing standard)

- A. Positive identification
- B. Current address
- C. Driving history
- D. Rapid entry of new data into the system
- E Controls to eliminate unnecessary or unreasonable delay in obtaining data which is required for the system
- F Rapid audio or visual response upon receipt at the records station of any priority request for status of driver license validity
- G. Ready availability of data for statistical compilation as needed by authorized sources
- II. Ready identification of drivers sought for enforcement or other operational needs
- III. Information on types of accidents includes.

- A Identification of location in space and time
- B. Identification of drivers and vehicles involved
- C Type of accident
- D Description of injury and property damage
- E Description of environmental conditions
- F Causes and contributing factors, including the absence of or failure to use available safety equipment

IV There are methods to develop summary listings, cross tabulations, trend analyses and other statistical treatments of all appropriate combinations and aggregations of data items in the basic minimum data record of drivers and accident and accident experience by specified groups

V All traffic records relating to accidents collected hereunder shall be open to the public in a manner which does not identify individuals.

VI The program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary

## Highway Safety Program Standard 11

### EMERGENCY MEDICAL SERVICES

#### Introduction

Many of those injured in highway accidents die needlessly or are permanently disabled because they do not receive prompt and proper emergency medical care. Few areas of the United States now have adequate emergency services. In most areas, there has been inadequate planning of emergency logistics, communications and transportation facilities and present services are inadequately managed. Ambulance operators, \*drivers and attendants are commonly not required to be expert in first aid, nor are they required in most parts of the country to carry adequate equipment in their vehicles. Hospitals and ambulances seldom have radio or other direct communications links either to each other or to police radio communication systems. Helicopters are rarely employed, and landing pads are present at only a small number of hospitals, chiefly along our coasts for the use of the Coast Guard. It is imperative that highway and other emergency services be improved throughout the Nation.

#### Background

The Highway Safety Act reflects the importance of emergency services by requiring that the highway safety program standards include coverage of emergency services.

When accidents occur, it is essential that every available resource be mobilized to save lives, lessen the severity of injuries, protect property, restore movement of traffic. An essential part of the State safety program should be the development of an emergency facilities system. This will require the advice and services of experts and personnel in medicine, law,

engineering, communication and law enforcement, at a minimum.

\*Public, private or voluntary purveyors of ambulance service.

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p 19

#### Purpose

To provide an emergency care system that will

I Provide quick identification and response to accidents

II Sustain and prolong life through proper first aid measures, both at the scene and in transit

III Provide the coordination, transportation, and communications necessary to bring the injured and definitive medical care together in the shortest practicable time, without simultaneously creating additional hazards

#### Standard

Each State, in cooperation with its local political subdivisions, shall have a program to ensure that persons involved in highway accidents receive prompt emergency medical care under the range of emergency conditions encountered. The program shall provide, as a minimum, that

I There are training, licensing, and related requirements (as appropriate) for ambulance and rescue vehicle operators, attendants, drivers, and dispatchers

II There are requirements for types and numbers of emergency vehicles including supplies and equipment to be carried

III There are requirements for the operation and coordination of ambulances and other emergency care systems.

IV There are first aid training programs and refresher courses for emergency service personnel, and the general public is encouraged to take first aid courses

V There are criteria for the use of two-way communications

VI There are procedures for summoning and dispatching aid

VII. There is an up-to-date, comprehensive plan for emergency medical services, including

- A. Facilities and equipment
- B. Definition of areas of responsibility
- C. Agreements for mutual support
- D. Communications systems

VIII This program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary

## Highway Safety Program Standard 12

### HIGHWAY DESIGN, CONSTRUCTION AND MAINTENANCE

#### Introduction

Proper design, construction, and maintenance of streets and highways are important aspects of any effective highway safety program. Poor roads and inadequate maintenance can contribute directly to accidents and serious resulting injuries.

#### Background

There are, however, a great many things we can do in highway design, maintenance, and construction to improve their contribution to safety.

We can require that all new construction and reconstruction, regardless of where it is, to be built to no less than Federal-aid primary design standards, even if this does mean building fewer miles, and we can require that those primary geometric design standards be substantially raised.

We can require that median barriers and guardrails be constructed of impact absorption materials that return cars with the least possible damage to positions parallel to traffic, and we can require that this be done immediately. We can also start replacing the present impact-dangerous barriers and guardrails with the improved types.

We can require that maintenance standards and practices be high enough to keep highways up to original construction standards.

Report No. 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p. 15

#### Purpose

To assure (a) that existing streets and highways are maintained in a condition that promotes safety, (b) that capital improve-

ments either to modernize existing roads or to provide new facilities meet approved safety standards, and (c) that appropriate precautions are taken to protect passing motorists as well as highway workers from accident involvement at highway construction sites.

#### Standard

Every State in cooperation with county and local governments shall have a program of highway design, construction, and maintenance to improve highway safety. Standards applicable to specific programs are those issued or endorsed by the Federal Highway Administrator.

I The program shall provide, as a minimum that

A There are design standards relating to safety features such as sight distance, horizontal and vertical curvature, spacing of decision points, width of lanes, etc., for all new construction or reconstruction, at least on expressways, major streets and highways, and through streets and highways.

B Street systems are designed to provide a safe traffic environment for pedestrians and motorists when subdivisions and residential areas are developed or redeveloped.

C Roadway lighting is provided or upgraded on a priority basis at the following locations:

- 1 Expressways and other major arteries in urbanized areas
- 2 Junctions of major highways in rural areas
- 3 Locations or sections of streets and highways having high ratios of night-to-

day motor vehicle and/or pedestrian accidents.

4 Tunnels and long underpasses.

D There are standards for pavement design and construction with specific provisions for high skid resistance qualities.

E. There is a program for resurfacing or other surface treatment with emphasis on correction of locations or sections of streets and highways with low skid resistance and high or potentially high accident rates susceptible to reduction by providing improved surfaces

F There is guidance, warning and regulation of traffic approaching and traveling over construction or repair sites and detours.

G There is a systematic identification and tabulation of all rail-highway grade crossings and a program for the elimination of hazards and dangerous crossings.

H Roadways and the roadsides are maintained consistent with the design standards which are followed in construction, to provide safe and efficient movement of traffic.

I Hazards within the highway right-of-way are identified and corrected

J There are highway design and construction features wherever possible for accident prevention and survivability including at least the following

1 Roadsides clear of obstacles, with clear distance being determined on the basis of traffic volumes, prevailing speeds, and the nature of development along the street or highway

2 Supports for traffic control devices and lighting that are designed to yield or

break away under impact wherever appropriate

3. Protective devices that afford maximum protection to the occupants of vehicles wherever fixed objects cannot reasonably be removed or designed to yield.

4. Bridge railings and parapets which are designed to minimize severity of impact, to retain the vehicle, to redirect the vehicle so that it will move parallel to the roadway, and to minimize danger to traffic below.

5. Guardrails, and other design features which protect people from out-of-control vehicles at locations of special hazard such as playgrounds, schoolyards and commercial areas

K. There is a post-crash program which includes at least the following

1 Signs at freeway interchanges directing motorists to hospitals having emergency care capabilities

2 Maintenance personnel trained in procedures for summoning aid, protecting others from hazards at accident sites, and removing debris

3 Provisions for access and egress for emergency vehicles to freeway sections where this would significantly reduce travel time without reducing the safety benefits of access control

II This program shall be periodically evaluated by the State for its effectiveness in terms of reductions in accidents and their end results, and the National Highway Safety Bureau shall be provided with an evaluation summary

## Highway Safety Program Standard 13

### TRAFFIC CONTROL DEVICES

#### Introduction

Traffic control devices include signs, signals, markings, and a variety of electronic controls that convey regulatory or convenience information to motorists. As with street and highway construction, improvements may be made for capacity, for safety, or both.

This program will be concerned with State implementation of control device improvements that bear directly on reducing accidents.

#### Background

Traffic control devices, signs, and signals on all highways and streets should be uniform, and standards should be continually reviewed and upgraded.

Report No 1700, House of Representatives 89th Congress, 2d Session, July 15, 1966, p 19

The value of uniformity is clear in such matters as uniform signs and signaling devices.

Report No 1302, United States Senate 89th Congress, 2d Session, June 23, 1966, p 5

#### Purpose

To assure the full and proper application of modern traffic engineering practice and uniform standards for traffic control devices in reducing the likelihood and severity of traffic accidents.

#### Standard

Each State, in cooperation with its county and local government, shall have a program

relating to the use of traffic control devices (signs, markings, signals, etc) and other traffic engineering measures to reduce traffic accidents.

I The program shall provide, as a minimum, that:

A There is a method

1 To identify needs and deficiencies of traffic control devices.

2 To assist in developing current and projected programs for maintaining, upgrading, and installing traffic control devices.

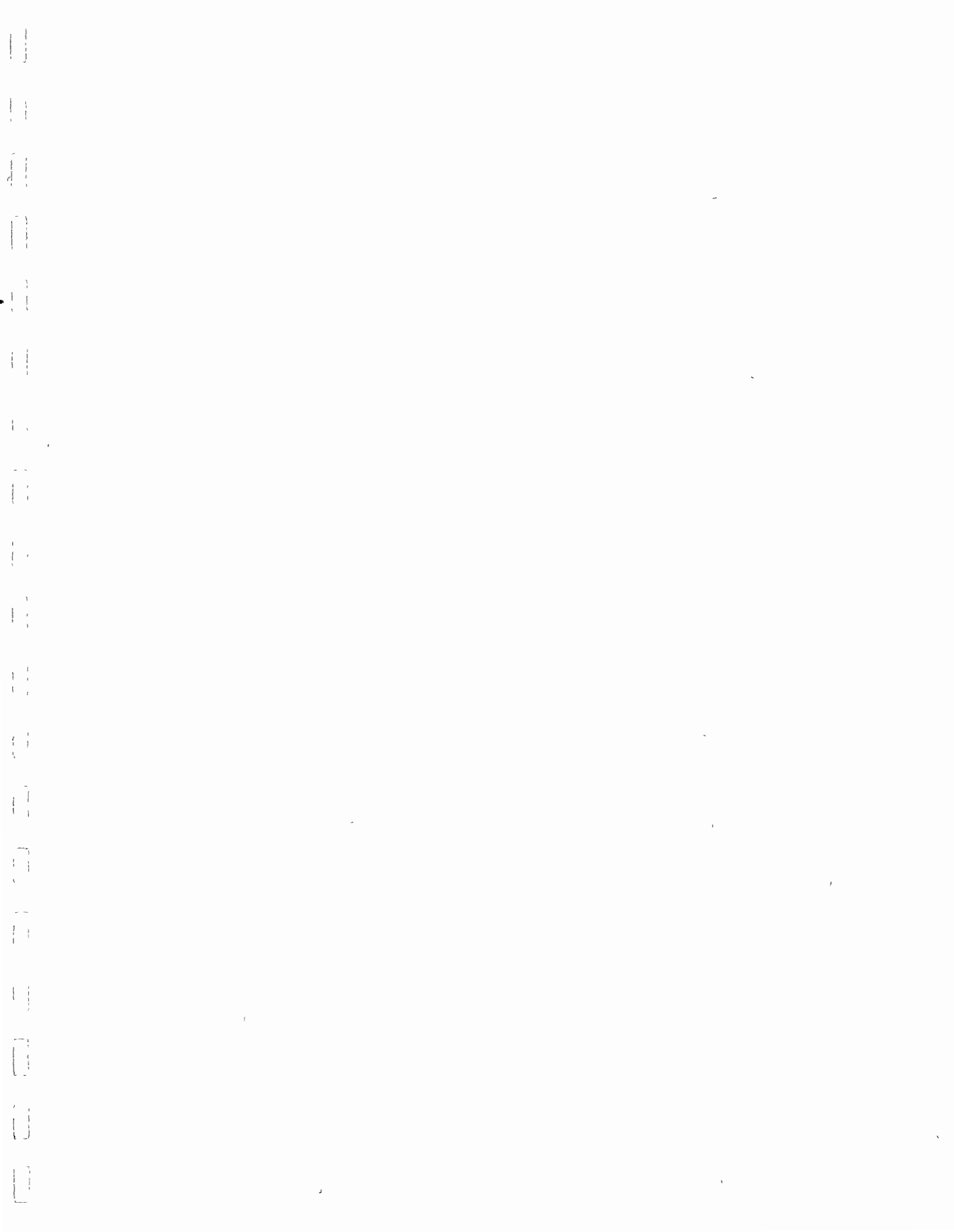
B. Existing traffic control devices on all streets and highways are upgraded to conform with standards issued or endorsed by the Federal Highway Administrator.

C New traffic control devices are installed on all streets and highways, based on engineering studies to determine where devices are needed for safety. Such devices conform with standards issued or endorsed by the Federal Highway Administrator.

D. There are programs for preventive maintenance, repair, and daytime and nighttime inspection of all traffic control devices.

E Fixed or variable speed zones are established, at least on expressways, major streets and highways, and through streets and highways, based on engineering and traffic regulations.

II This program shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary.



## Highway Safety Program Standard 14

### PEDESTRIAN SAFETY

#### Introduction

The pedestrian accident problem, which affects all age groups of our society, is of serious proportions. This is particularly true as it relates to children, and to certain older persons. While the problem is both rural and urban in scope, it is more acute in urban areas where 60% of the nationwide pedestrian fatalities take place.

#### Background

"No safety program will be adequate that does not include requirements with respect to pedestrian education beginning at the elementary level, as well as signs and traffic signals specifically designed for pedestrian protection, construction of sidewalks as part of residential street construction, continuing enforcement of pedestrian traffic laws, and any other program that can be devised to keep both drivers and pedestrians aware that all the fatalities are not inside the cars."

Report No 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, Page 10

"We can require the construction of sidewalks whenever we construct streets, and we can require that when residential housing development permits are granted, they require that the development be planned to include sidewalks and to eliminate steep grades and sharp curves."

Report No 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, Page 15

"Accident prevention investigations will include the behavior of pedestrians."

Report No 1302, US Senate 89th Congress, 2d Session, June 23, 1966, Page 15

#### Purpose

To emphasize the need to recognize pedestrian safety as an integral, constant and important element in community planning and all aspects of highway transportation and to insure a continuing program to improve such safety by each State and its political subdivisions.

#### Standard

Every State in cooperation with its political subdivisions shall develop and implement a program to insure the safety of pedestrians of all ages. The program shall provide, as a minimum, that

I There is a continuing statewide inventory of pedestrian-motor vehicle accidents, identifying specifically

A The locations and times of all such accidents

B The age of all of the pedestrians injured or killed

C Where feasible, to determine whether the exterior features of the vehicle produced or aggravated an injury

D The color and shade of clothing worn by pedestrians when injured or killed, and the visibility conditions which prevailed at the time

E The extent to which alcohol is present in the blood of fatally injured pedestrians 16 years of age and older

F Where possible, to determine the extent to which pedestrians involved in accidents have physical or mental disabilities

II There are established statewide opera-

tional procedures for improving the protection of pedestrians through reduction of potential conflicts with vehicles

A. By application of traffic engineering practices including pedestrian signals, signs, markings, parking regulations and other pedestrian and vehicle traffic control devices.

B. By land-use planning in new and re-development areas for safe pedestrian movement

C. By provision of pedestrian bridges, barriers, sidewalks and other means of physically separating pedestrian and vehicle pathways

D. By provision of environmental illumination at high pedestrian volume and/or potentially hazardous pedestrian crossings.

III. There is established a statewide program for familiarizing drivers with the pedestrian problem and with ways to avoid pedestrian collisions

A. The program content shall include emphasis on

1. behavior characteristics of the three types of pedestrians most commonly involved in accidents with vehicles

(i) children, (ii) persons under the influence of alcohol, (iii) the elderly

2. accident avoidance techniques that take into account the hazardous conditions, and behavior characteristics displayed by

each of the three high risk pedestrian groups listed in subparagraph (1).

B. Emphasis on this program content shall be included in

1. all driver education and training courses

2. driver improvement courses

3. driver license examinations

IV. There are statewide programs for training and educating all members of the public as to safe pedestrian behavior on or near streets and highways.

A. For children, youths and adults enrolled in schools, beginning at the earliest possible age

B. For the general population via the public media.

V. There is a statewide program for the protection of children walking to and from school, entering and leaving school buses, and in neighborhood play

VI. There is a statewide program for establishment and enforcement of traffic regulations designed to achieve orderly pedestrian and vehicle movement and to reduce vehicle-pedestrian conflicts

VII. This program shall be periodically evaluated by the States and the National Highway Safety Bureau shall be provided with an evaluation summary

## Highway Safety Program Standard 15

### POLICE TRAFFIC SERVICES

#### Introduction

Enforcement agencies have a wide range of functions in traffic safety, ranging from accident prevention through selective enforcement of rules of the road and safe driving to accident investigation and other on-the-scene procedures to aid victims, determine accident causes, supervise debris removal, and restore traffic movement. Police departments are the only agencies patrolling on a 24-hour, every day of the year basis, to facilitate the movement of traffic on the streets and highways, and to protect the life and property of all citizens

#### Background

"A major element of traffic control is the police force, be it city, county or State. Few, if any, jurisdictions have traffic police forces of adequate size and training. They must improve and expand; the policies and practices they enforce must be consistent, impartial, and uniformly applied to all street and highway users, and they must not be financially dependent upon a fee system, or any other system, official or informal, related to the adjudication of court proceedings involving motor vehicle laws. Their records should be open to the public"

Report No 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, Page 19.

"Police training programs, including specialized studies in accident investigation, are established in 27 States. Similar training is needed in all States and Federal grants would be made available to support these programs."

Report No 1302, United States Senate, 89th Congress, 2d Session, June 23, 1966, Pages 6-7.

#### Purpose

To reduce the deaths and injuries by improving police traffic services in all aspects of accident prevention programs and police traffic supervision, post-accident procedures to aid crash victims and to bring those responsible for the accidents to justice.

#### Standard

Every State in cooperation with its political subdivisions shall have a program to insure efficient and effective police services utilizing traffic controls to enforce traffic laws, to prevent accidents, to aid the injured, to document the particulars of individual accidents, to supervise accident cleanup and to restore safe and orderly traffic movement

I. The program shall provide as a minimum that there are

A. Uniform training procedures in all aspects for police supervision of vehicular and pedestrian traffic related to highway safety, including use of appropriate instructional materials and techniques for recruit, advanced, in-service and special course training.

B. Periodic in-service training courses for uniformed and other police department employees assigned to traffic duties dealing with:

1. administration and management of police, vehicular and pedestrian traffic services

2 analysis, interpretation and use of traffic records data

3 insurance of prompt reliable post-accident response, including skilled aid to the injured.

4. accomplishing post-accident responsibilities.

C Procedures for the selective assignment of trained police personnel to supervise vehicular and pedestrian traffic duties including enforcement patrols in hazardous or congested areas based on time and location of

- 1 traffic volume
- 2 accident experience
- 3 traffic violation frequency
- 4 emergency and service needs.

D Procedures for investigating, recording and reporting accidents pertaining to.

1 the human, vehicular, and highway causative factors in individual accidents

2 the human, vehicular, and highway causative factors of injuries and deaths including failure to use safety belts

3 the efficiency of the post-accident response

E Procedures for recognizing and reporting, to the appropriate agencies, haz-

ardous highway defects and conditions, including:

1. condition of drivers;
2. operational condition of motor vehicles;
3. defective signs, signals, controls, construction and maintenance deficiencies
  - a. data listed in (3) above shall be readily available to the public.

F. Appropriate agreements by the State and its political subdivisions regarding primary responsibility and authority for police traffic supervision, and cooperative responsibilities where concurrent jurisdictional boundaries and problems exist, and appropriate participation of each law enforcement agency in the comprehensive highway safety program of the State and its political subdivisions.

II. The programs shall be periodically evaluated by the State and the National Highway Safety Bureau shall be provided with an evaluation summary

III Nothing in this standard shall preclude the use of personnel other than police officers in carrying out the minimum requirements in accordance with laws and policies established by the State and/or local governments

## Highway Safety Program Standard 16

### DEBRIS HAZARD CONTROL AND CLEANUP

#### Introduction

Needless hazards and delay occur, with attendant danger to highway users, where no mechanism is provided which will assure the prompt detection, timely reporting, and expeditious removal of disabled or damaged vehicles, and other articles and substances foreign to the highway environment. Hazardous substances, flammables, and exotic fuels, if not removed quickly, are threats to the public safety on the highway and in the surrounding area.

Likelihood of accidents increases where roadway lanes are blocked or restricted by debris, damaged partially disabled, or abandoned vehicles. Accident debris, such as wrecked vehicles by attracting the attention of passing drivers, becomes a traffic impediment, often leads to multiple or chain reaction crashes and is a major cause of congestion—particularly on freeways.

Prompt restoration of the accident scene to a safe condition is essential to lessen the probability of additional hazards and dangers to relieve congestion, and to assure resumption of traffic flow.

#### Background

“Techniques should be instituted to insure the fastest possible notification of an emergency—call boxes, aerial surveillance, patrols, closed-circuit TV, and any other feasible system. Control centers should be established, manned, and equipped to send to the emergency scene people and equipment capable of providing medical care, transportation of the injured, prompt assessment of all the elements involved in the accident, and restoration of traffic movement. We can no longer be con-

tent with procedures that are directed at sweeping up the highway and deciding in that short interval only who was at fault.”

Report No 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, Page 20

“Adequate methods of traffic handling at the accident scene, and means for prompt removal of damaged vehicles and debris from the roadway are also needed.”

Report No 1302, United States Senate, 89th Congress, 2d Session, June 23, 1966, Page 15

#### Purpose

To provide for the assignment of official responsibilities and for the planning, training, coordination and communications necessary to assure the recognition, reporting, and prompt correction of conditions or incidents that constitute potential dangers, that incident sites are restored to a safe condition, and that traffic movement is expeditiously resumed.

#### Standard

Each State in cooperation with its political subdivisions shall have a program which provides for rapid, orderly, and safe removal from the roadway of wreckage, spillage, and debris resulting from motor vehicle accidents, and for otherwise reducing the likelihood of secondary and chain-reaction collisions, and conditions hazardous to the public health and safety.

I The program shall provide as a minimum that

A Operational procedures are established and implemented for

1 enabling rescue and salvage equip-

ment personnel to get to the scene of accidents rapidly and to operate effectively on arrival.

- a. on heavily traveled freeways and other limited access roads;
  - b. in other types of locations where wreckage or spillage of hazardous materials on or adjacent to highways endangers the public health and safety,
2. extricating trapped persons from wreckage with reasonable care—both to avoid injury or aggravating existing injuries;
3. warning approaching drivers and detouring them with reasonable care past hazardous wreckage or spillage,
4. safe handling of spillage or potential spillage of materials that are
- a. radioactive
  - b. flammable

- c. poisonous
- d. explosive
- e. otherwise hazardous.

5. removing wreckage or spillage from roadways or otherwise causing the resumption of safe, orderly traffic flow.

B. Adequate numbers of rescue and salvage personnel are properly trained and retrained in the latest accident cleanup techniques

C A communications system is provided, adequately equipped and manned, to provide coordinated effort in incident detection, and the notification, dispatch, and response of appropriate services

II. The program shall be periodically evaluated by the State, and the National Highway Safety Bureau shall be provided with an evaluation summary

U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION

FHA ORDER

7-1

INTERIM PROCEDURES FOR PLANNING AND ADMINISTRATION  
OF STATE HIGHWAY SAFETY PROGRAMS

June 2, 1967

- Par.** 1. Introduction  
2. Authority  
3. Definitions  
4. Relationship of Interim Actions to Future Programs  
5. Project Steps  
6. Interim Financing of Project Costs Incurred  
7. Auditing  
8. Basis of Matching

**1. INTRODUCTION**

a. On April 8, 1967, interim procedures were established to enable States to submit planning and administration project applications. This supplement provides interim procedures by which States may apply for regular projects designed to help meet draft standards to be promulgated by the Secretary, e. g., Driver Education, Driver Licensing, Traffic Records, etc., even though State functional programs have not yet been developed and approved.

b. It is understood that these supplemental procedures are in advance of, and in anticipation of the State's submission and subsequent approval by the Federal Highway Administrator of State highway safety programs pursuant to Section 402, Title 23, U.S.C. It is planned to modify these interim procedures in the future to place submissions on a functional program basis. This will result in simplification of forms, reports and other procedures. Projects approved under the interim procedures will not be adversely affected by future changes in procedures.

c. Federal funds apportioned to States under Certificate of Apportionment for Fiscal Year 1967, dated December 20, 1966, may be immediately obligated under these interim procedures.

d. At this time the interim procedures do not require submission of the average level of expenditures for the two fiscal years preceding enactment of P. L. 89-564. This will be the subject of a separate issuance and determination.

**2. AUTHORITY**

Statutory requirements under Section 402(d) of the Highway Safety Act of 1966 (80 Stat 733) provide that program and project approvals, agreements and authorizations specified in Chapter 1, Title 23,

U.S. Code, shall be applicable, except as determined by the Secretary to be inconsistent.

**3. DEFINITIONS**

In order to provide a common basis of understanding, the following definitions are given:

a. "Safety Project" is a specific safety activity being undertaken to establish, revise, or expand the effort required within a State in one of the specific areas of highway safety identified by the draft standards to be promulgated by the Secretary, e. g., Driver Education, Driver Licensing, Traffic Records, etc.

b. "Functional Safety Program" is the Statewide aggregate of highway safety activities in a State within the specific functional area covered by draft standards to be promulgated by the Secretary, e. g., Driver Education, Driver Licensing, Traffic Records, etc.

c. "State Highway Safety Program" refers to all of the highway safety activities during a specified period of time pursuant to the requirements of the Act.

d. "Fiscal Year" is the twelve month period ending June 30.

**4. RELATIONSHIP OF INTERIM ACTIONS TO FUTURE PROGRAMS**

These procedures will be supplemented at a later date by more comprehensive procedures for submission of a State Highway Safety Program. Highway safety projects, approved under these interim procedures, should ultimately be part of the State's highway safety program.

**5. PROJECT STEPS**

a. The application for Highway Safety Project Grant Form IIS-1 is described in Attachment A.

(1) Initiation of Project. Form HS-1 Part 1, is to be prepared under the direction of and signed by the person in the applicant agency who will administer the project and who hereafter will be designated as "Project Director." The applicant agency may be a county, city, township, town, school district, a State agency, or it may be a department, division or office within the governmental unit having authority and responsibility for carrying out the project.

(2) Concurrence. "Authorizing Official of the Governmental Unit" is the head of the applicant agency, and his concurrence with the project application is to be obtained prior to submission of the application to the Governor for his approval.

(3) Review and Approval by State. Part II of the Form HS-1 is to be completed by the official responsible to the Governor for the State Highway Safety Program. Section 402(b)(1) of the Highway Safety Act of 1966 provides that the Governor of the State shall be responsible for the administration of the State's program, and, shall exercise approval authority of local highway safety programs as a part of the State Highway Safety Program. In approving individual projects a determination must be made by the official responsible to the Governor that the projects will be in accordance with Statewide highway safety objectives. Approved project applications are to be submitted to the Regional Federal Highway Administrator.

(4) Federal Review. The properly completed and executed Form HS-1 will be forwarded with recommendations by the Regional Federal Highway Administrator to the Director, National Highway Safety Bureau.

(5) Approval of Project. The formally accepted State project application is a contract between the State and the Federal Government. An executed copy of the Form HS-1 will be returned to the State. Expenditures made by the State on and after the date of acceptance by the Federal Highway Administrator, will be eligible for sharing in accordance with agreement.

(6) Obligation of Federal Funds. Form HS-1, when executed, serves as the obligating document and project agreement. Disbursements will be made on presentation of a valid claim as provided in Steps 10 and 11. Federal funds covered by executed Form HS-1 are protected from lapse.

(7) Project Administration. The State shall require the responsible officer of the applicant agency to establish and maintain adequate procedures and records for accountability of funds and the administration of the project.

(8) Accounting for Project Costs (State and local). The State should assure that the responsible officer of the applicant agency employs its existing accounting system provided that it conforms with generally accepted accounting principles. It is not intended that the Governor's representative maintain a parallel accounting

system. He may rely on the records and internal control measures of the State agencies and local governments subject to periodic sampling of transactions and tests of operating procedures and controls.

(9) Inspection of Projects. The State will be responsible for the review and evaluation of each project. Federal inspection of projects will be technical appraisals to determine effectiveness of the State's review and evaluation process.

(10) Preparation and Submission of Progress Claims. Each month the State shall prepare a claim, in the format of Attachment B, for the Federal pro-rata share of costs incurred under each approved functional program. The "Voucher Control Number," and the area designated, "For Federal Use," will be left blank. The claim forms as shown in Attachment B will be reproduced by the State. The certified claim will be submitted in the original and five copies to the Regional Federal Highway Administrator serving the State.

(11) Preparation and Submission of Final Claims. To close the projects in each approved program, a final claim, in the same format as prescribed for monthly claims, must be prepared as of June 30 of each year, and submitted immediately following the close of the books. Each claim will be prominently marked "Final Claim Fiscal Year \_\_\_\_\_" and submitted to the Regional Federal Highway Administrator. Upon receipt of final claim, any unused Federal funds obligated for the project will be made available for other projects.

(12) Advance of Funds

(a) Upon determination that there is a need, a State may request an advance of funds against the Federal share of the cost of the approved project. State's requests for advances, prepared in the format of Attachment C will be forwarded with Form HS-1 to the Regional Federal Highway Administrator. Such advances are subject to administrative procedures prescribed under Federal law as summarized below.

(b) Upon approval of the advance, the State will be funded in an amount based on an estimate of needs for the first 60 days. After the first 30 days, and each 30 days thereafter, an additional advance will be made based on needs for the succeeding 60 days.

(c) Funds authorized to be advanced will be paid to the order of the State official designated under State laws as custodian of Federal Highway Safety Funds. This official,

herein designated as "Custodian of Funds" shall agree to deposit the funds advanced in a special account or in special accounts designated "Trust Account, National Highway Safety Act." The financial institution, in which deposit of the advance is to be made, must agree in writing to accept the account and to furnish certification of balance and permit audit, upon request by representatives of the Federal Highway Administration. An authenticated copy of such agreement must accompany the State's initial request for an advance.

(d) The Custodian of Funds shall maintain a separate ledger account for each depository and a control account designated "Trust Account, Federal Highway Safety Act." Funds so advanced may be disbursed only upon vouchers approved by the State Highway Safety Program Official. In no case shall the funds so advanced be deposited to State fund accounts or otherwise be co-mingled with funds of the State. The custodian will cause his accounts and paid checks to be available for audit by authorized representatives of the Federal Government.

(e) Advanced funds determined to be in excess of immediate program requirements or funds released at program completion shall be repaid or credited by reduction of amounts claimed on reimbursement vouchers submitted by the State.

(13) Project Reporting. Procedures for maintaining project fiscal and program data for periodic reporting and analysis are to be established by the Project Director. A quarterly narrative progress report is to be submitted by the Project Director through the Governor's representative to the Regional Federal Highway Administrator.

(14) Project Changes. Procedures for control and submission of project changes are described in instructions for Form HS-1.

#### 6. INTERIM FINANCING OF PROJECT COSTS INCURRED

a. Specific approval by the Federal Highway Administrator is required for each participating project in the program. Such approval shall authorize the State to proceed with the project and shall constitute a binding agreement between the State and the Federal Government in respect to their mutual obligations for funding and carrying out the activities covered by the project.

b. Federal funds shall not be paid on account of any cost incurred prior to authorization by the Federal Highway Administrator to proceed with the Project, nor any cost which is not incurred in conformity with applicable Federal and State law, the regulations and policies and procedures prescribed by the Federal Highway Administrator.

c. The State Highway Safety Program may include projects for planning and administration of the program.

d. Subsequent to the Federal Highway Administrator's approval of a project, no change shall be made which will increase Federal participation or materially alter the character or scope of the work without prior authorization by the Federal Highway Administrator.

e. Reimbursement of the Federal share of eligible costs incurred under approved projects will be made promptly upon submission of claims prepared pursuant to Attachment B.

#### 7. AUDITING

The State will maintain, or cause to be maintained, original basic documentation and records as evidence of costs incurred. These records will be available for a period not less than three years after final payment for examination by representatives of the U. S. Government.

#### 8. BASIS OF MATCHING

a. The matching of Federal funds made available under the Act shall be as prescribed in Section 120 of Title 23 of the United States Code except that it shall be on a functional program basis rather than on a project basis. Thus, during each fiscal year, the aggregate of State and local expenditures for all highway safety activities in each functional program shall not be less than the Federal-aid expenditures for highway safety activities in that functional program. In Public Lands States the sliding scale rates of Federal-aid participation apply for each functional program.

b. The Federal share may be in excess of 50% of the total cost of a given project in a functional program area, provided that as stated in (a) above the aggregate of State and local expenditures for all projects in that functional program area still is not less than the aggregate of all Federal-aid on projects in that functional area.

c. For a proposed project to be approved for more than the 50% Federal financing, it will be necessary to demonstrate that the matching provisions for its functional program area will still be met. The Governor's representative shall submit a projected summary on Form HS-1 in accordance with instructions in Attachment D describing the matching projects to be financed wholly by State and/or local funds.



Lowell K. Bridwell  
Federal Highway Administrator

- Attachment A - Form HS-1  
B - Voucher for Reimbursement  
C - Request for Increment Advance  
D - Instructions for Submission of Form HS-1



FORM HS-1 (5-67)		U S DEPARTMENT OF TRANSPORTATION FEDERAL HIGHWAY ADMINISTRATION NATIONAL HIGHWAY SAFETY BUREAU		<b>FOR NHSB USE ONLY</b>	
<b>APPLICATION FOR HIGHWAY SAFETY PROJECT GRANT</b>  <i>(UNDER SECTION 402(C) OF PUBLIC LAW 89-564)</i>		STATE		FUNCTION	
		COUNTY		SUBFUNCTION	
		POLITICAL SUBDIVISION		WORK TYPE	
		PROJECT NO		DATE RECEIVED	
		TRANSACTION NO		DATE APPROVED	
<b>PART I (TO BE COMPLETED BY PROJECT DIRECTOR--SEE INSTRUCTIONS)</b>					
1 PROJECT TITLE			2 TYPE OF APPLICATION (CHECK APPLICABLE BOX(S)) <input type="checkbox"/> A INITIAL <input type="checkbox"/> B REVISION <input type="checkbox"/> C CONTINUATION		
3 APPLICANT					
A NAME OF AGENCY			B ADDRESS OF AGENCY		
C GOVERNMENTAL UNIT (CHECK APPLICABLE BOX) <input type="checkbox"/> (1) STATE <input type="checkbox"/> (3) COUNTY <input type="checkbox"/> (2) CITY <input type="checkbox"/> (4) OTHER (SPECIFY)			D NAME AND ADDRESS OF GOVERNMENTAL UNIT		
E LOCATION OF PROJECT					
4 DURATION			5 FUNCTIONAL AREA		
A GRANT PERIOD (MO -YR ) FROM TO		B PROJECT PERIOD (MO -YR ) FROM TO			
6 DESCRIPTION OF PROJECT (DESCRIBE IN DETAIL ON SCHEDULE A)					
7 BUDGET (SEE INSTRUCTIONS--PROVIDE ITEMIZATIONS AS CALLED FOR ON SCHEDULE B)					
A COST CATEGORY	PROJECT PERIOD (1)	TOTAL EXPENDITURES PRIOR YEARS (2)	GRANT PERIOD (3)		
(A) PERSONAL SERVICES					
(B) CONTRACTUAL SERVICES					
(C) COMMODITIES					
(D) OTHER DIRECT COSTS					
(E) INDIRECT COSTS					
<b>TOTAL ESTIMATED COSTS</b> <i>(INCL NON-FEDERAL SHARE)</i>					
B SOURCE OF FUNDS		C SPECIFY HOW NON-FEDERAL SHARE WILL BE PROVIDED			
(1) FEDERAL					
(2) STATE					
(3) POLITICAL SUBDIVISION					
(4) OTHER (EXPLAIN IN C)					
<b>TOTAL</b>					

<b>8 ACCEPTANCE OF CONDITIONS — IT IS UNDERSTOOD AND AGREED BY THE UNDERSIGNED THAT A GRANT RECEIVED AS A RESULT OF THIS APPLICATION IS SUBJECT TO THE REGULATIONS GOVERNING GRANTS WHICH HAVE BEEN FURNISHED (OR WILL BE FURNISHED UPON REQUEST) TO THE APPLICANT</b>		
<b>A. PROJECT DIRECTOR</b>		
(1) NAME (FIRST - MIDDLE INITIAL - LAST)	(2) TITLE	(3) ADDRESS
(4) SIGNATURE		(5) TELEPHONE NUMBER
<b>B. AUTHORIZING OFFICIAL OF GOVERNMENTAL UNIT</b>		
(1) NAME (FIRST - MIDDLE INITIAL - LAST)	(2) TITLE	(3) ADDRESS
(4) SIGNATURE		(5) TELEPHONE NUMBER
<b>PART II (TO BE COMPLETED BY OFFICIAL RESPONSIBLE TO GOVERNOR FOR STATE PROGRAM -- SEE INSTRUCTIONS)</b>		
<b>1 SIGNIFICANCE OF PROJECT IN STATE PROGRAM (DESCRIBE IN DETAIL ON SCHEDULE A)</b>		
<b>2 AGREEMENT AND AUTHORIZATION TO PROCEED</b>		
<p>A AUTHORIZATION TO PROCEED WITH THIS HIGHWAY SAFETY PROJECT IS REQUESTED IT IS EXPRESSLY AGREED THAT THIS PROJECT CONSTITUTES AN OFFICIAL PART OF THE STATE'S HIGHWAY SAFETY PROGRAM FOR FISCAL YEAR 196_, AND THAT SAID STATE HIGHWAY SAFETY PROGRAM WILL MEET THE REQUIREMENTS OF PUBLIC LAW 89-564 AND ALL ADMINISTRATIVE REGULATIONS ESTABLISHED BY THE FEDERAL HIGHWAY ADMINISTRATION.</p>		
<b>B THE STATE OFFICIAL AUTHORIZED BY STATE LAW TO RECEIVE FEDERAL AID FUNDS UNDER THIS PROGRAM IS</b>		
(1) NAME (FIRST - MIDDLE INITIAL - LAST)	(2) TITLE	
(3) ADDRESS	(4) ORGANIZATION	
<b>C SUBMITTED BY</b>		
(1) NAME (FIRST - MIDDLE INITIAL - LAST)		
(2) TITLE		
(3) SIGNATURE		(4) DATE
<b>PART III (FOR NH5B ONLY)</b>		
1 APPROVAL DATE	2 SIGNATURE	3 TITLE
4 FEDERAL FUNDS OBLIGATED BY AGREEMENT \$		

**SCHEDULE A  
GENERAL PROJECT INFORMATION**

**PART I**

ITEM 6 DESCRIPTION OF PROJECT

**SCHEDULE A (Continued)**

**PART II**

ITEM 1 SIGNIFICANCE OF PROJECT IN STATE PROGRAM

**SCHEDULE B  
BUDGET AND PERSONNEL DATA**

**PART I**

ITEM 7A(3) BUDGET FOR GRANT PERIOD COST CATEGORY	\$
(A) PERSONAL SERVICES	
(B) CONTRACTUAL SERVICES	
(C) COMMODITIES	
(D) OTHER DIRECT COSTS	
(E) INDIRECT COSTS	
<b>TOTAL</b>	\$

INSTRUCTIONS FOR FILLING OUT FORM HS-1

TEN COPIES OF THE APPLICATION MUST BE SUBMITTED TO THE FEDERAL HIGHWAY ADMINISTRATION'S REGIONAL OFFICE HAVING ADMINISTRATIVE AUTHORITY FOR THE STATE IN WHICH THE PROJECT IS TO BE CARRIED OUT. INFORMATION ABOUT THE PROGRAM AND ASSISTANCE IN FILLING OUT AN APPLICATION MAY BE OBTAINED BY CONTACTING

OFFICE OF GRANTS AND LIAISON  
HIGHWAY SAFETY PROGRAMS SERVICE  
NATIONAL HIGHWAY SAFETY BUREAU  
FEDERAL HIGHWAY ADMINISTRATION  
WASHINGTON, D.C. 20591

BELOW ARE DETAILED INSTRUCTIONS FOR FILLING OUT AN APPLICATION FOR A PROJECT GRANT. THE ITEM NUMBERS ON THE LEFT CORRESPOND WITH THOSE ON THE APPLICATION. PLEASE FOLLOW ALL INSTRUCTIONS CAREFULLY

**PART 1 - ALL ITEMS IN PART 1 SHOULD BE COMPLETED BY THE PROJECT DIRECTOR. (THE PERSON IN THE APPLICANT AGENCY WHO WILL BE RESPONSIBLE FOR ADMINISTERING PROJECT ACTIVITIES).**

**ITEM 1 - THE NAME GIVEN TO THE PROJECT SHOULD BE SHORT AND DESCRIPTIVE OF THE WORK TO BE DONE - I.E., "DRIVER EDUCATION COURSE FOR TEACHERS."**

**ITEM 2A - AN INITIAL APPLICATION IS ONE THAT HAS NOT YET BEEN APPROVED, EVEN IF IT HAS BEEN PREVIOUSLY SUBMITTED IN A DIFFERENT FORM.**

**ITEM 2B - A REVISION INVOLVES A CHANGE IN A PREVIOUSLY APPROVED PROJECT AND IS REQUIRED UNDER THE FOLLOWING CONDITIONS**

- (1) WHEN AN INCREASE IN THE FEDERAL SHARE IS REQUESTED
- (2) WHEN THE TOTAL BUDGET FOR THE GRANT PERIOD IS INCREASED OR DECREASED BY 20% OR MORE
- (3) WHEN A SUBSTANTIAL CHANGE IS DESIRED IN THE NATURE OR SCOPE OF THE PROJECT. A SEPARATE LETTER OF EXPLANATION SHOULD ACCOMPANY A REVISION APPLICATION

**ITEM 2C - ALTHOUGH PROJECTS MAY BE PLANNED OVER A LONGER PERIOD EACH INDIVIDUAL "GRANT PERIOD" WILL NOT EXCEED 12 MONTHS. GRANTS FOR A SECOND OR THIRD GRANT PERIOD ARE "CONTINUATION GRANTS." APPLICATIONS FOR SUCH GRANTS MUST BE SUBMITTED AT LEAST FOUR MONTHS BEFORE THE END OF THE CURRENT GRANT PERIOD.**

IT IS POSSIBLE FOR A GRANT TO BE BOTH A REVISION AND A CONTINUATION. THIS WILL BE THE CASE WHEN A FUNDED AGENCY WANTS TO MAKE A CHANGE (AS DESCRIBED IN 2B ABOVE) WHICH IT WISHES INCORPORATED INTO A GRANT AGREEMENT FOR A SECOND OR THIRD GRANT PERIOD. IF THIS IS THE CASE, CHECK BOTH OF THE APPROPRIATE BOXES  
FORM HS-1 (5-67)

**ITEM 3A - THE APPLICANT AGENCY IS THE ORGANIZATIONAL UNIT WHICH IS TO BE RESPONSIBLE FOR USE OF THE GRANT IN ACCORDANCE WITH THE GRANT AGREEMENT. IT IS NOT THE GOVERNMENT OF A STATE OR SUB-DIVISION OF A STATE BUT MAY BE AN AGENCY WHICH IS A PART OF A GOVERNMENT.**

**ITEM 3C - THE GOVERNMENT UNIT IS THE POLITICAL SUBDIVISION OF WHICH THE AGENCY IS A PART.**

**ITEM 3E - IF APPROPRIATE, IDENTIFY THE LOCATION AT WHICH THE PROJECT WILL BE CONDUCTED.**

**ITEM 4 - SEE ITEM 2C OF INSTRUCTIONS FOR EXPLANATION OF "GRANT" PERIOD VS "PROJECT" PERIOD.**

**ITEM 5 - THE VARIOUS FUNCTIONAL AREAS INTO WHICH PROJECTS MAY FALL ARE LISTED BELOW. IF PROJECT DOES NOT RELATE DIRECTLY TO ONE OF THESE FUNCTIONAL AREAS, LEAVE ITEM 5 BLANK.**

<u>FUNCTIONAL CODES</u>	<u>EXPLANATION</u>
300	PLANNING AND ADMINISTRATION
301	PERIODIC MOTOR VEHICLE INSPECTION
302	MOTOR VEHICLE REGISTRATION
303	MOTOR CYCLE VEHICLE REGISTRATION
304	DRIVER EDUCATION
305	DRIVER LICENSING
306	CODES AND LAWS
307	TRAFFIC COURTS
308	ALCOHOL IN RELATION TO HIGHWAY SAFETY
309	IDENTIFICATION AND SURVEILLANCE OF ACCIDENT LOCATIONS
310	TRAFFIC RECORDS
311	EMERGENCY MEDICAL SERVICES
312	HIGHWAY DESIGN, CONSTRUCTION AND MAINTENANCE
313	TRAFFIC CONTROL DEVICES

**ITEM 6 - SHOULD INCLUDE**

(1) A BRIEF DESCRIPTION OF THE PRESENT STATUS OF ACTIVITIES IN THE FUNCTIONAL AREA TO WHICH THE PROJECT IS RELATED. IF THIS IS A CONTINUATION PROJECT, DESCRIBE RESULTS OF PREVIOUS GRANT PERIODS.

(2) A CLEAR, DETAILED STATEMENT OF PROPOSED ACTIVITIES BROKEN DOWN INTO PHASES IF APPROPRIATE. IF PROJECT INVOLVES TRAINING OR SIMILAR TYPE ACTIVITIES, INDICATE NUMBER OF PERSONS AFFECTED.

(3) AN OUTLINE OF ALL PARTICIPATING AGENCIES AND ORGANIZATIONS DESCRIBING THE RESPONSIBILITIES OF EACH

(4) INDICATE PROFESSIONAL POSITIONS TO BE FILLED.

**A-1**

ITEM 7A - COLUMN (1) REFERS TO ESTIMATED COSTS FOR ENTIRE PROJECT PERIOD. COLUMN (2) APPLIES ONLY TO CONTINUATION PROJECTS AND CALLS FOR THE TOTAL EXPENDITURES FOR PREVIOUS GRANT PERIODS. COLUMN (3) APPLIES TO ESTIMATED EXPENDITURES FOR THE CURRENT GRANT PERIOD AS SHOWN IN ITEM 4A.

(A) PERSONAL SERVICES E.G. SALARIES, EMPLOYEE BENEFITS, RECRUITMENT, TRAINING, TRAVEL, SUBSISTENCE. LIST EACH SEPARATE POSITION OR JOB TITLE, ADDING DESCRIPTIVE INFORMATION WHEREVER THE TITLE DOES NOT ADEQUATELY CONVEY THE SCOPE OF RESPONSIBILITIES. SHOW ITEMIZED TRAVEL COST BY MAJOR CATEGORIES.

(B) CONTRACTUAL SERVICES E.G. SERVICES OF INDIVIDUAL CONSULTANTS OR CONSULTING FIRMS ENGAGED IN PERFORMING SPECIAL STUDIES, GATHERING DATA PERTAINING TO HIGHWAY SAFETY, OR SYSTEMS DEVELOPMENT FOR HIGHWAY SAFETY. ESTIMATES SHALL DESCRIBE THE SCOPE OF SERVICES TO BE PERFORMED AND BASIS FOR CALCULATING THE FEE TO BE CHARGED IN SUCH TERMS AS NUMBER OF MAN-DAYS OF WORK AT \$ PER DAY, PLUS TRAVEL, OVERHEAD, AND PROFIT CHARGES, ETC.

(C) COMMODITIES COST OF MATERIALS ACQUIRED, AND CONSUMED SPECIALLY FOR THE PURPOSE OF HIGHWAY SAFETY. ITEMS THAT MAY BE INCLUDED UNDER THIS HEADING ARE OFFICE SUPPLIES AND OTHER EXPENDABLE MATERIALS NEEDED DURING THE COURSE OF NORMAL OPERATION OF THE PROJECT.

(D) OTHER DIRECT COSTS COST OF THE OFFICE SPACE AND EQUIPMENT PROVIDED FOR HIGHWAY SAFETY ACTIVITIES, INCLUDING THE SHARE OF UTILITIES FURNISHED, AND MAINTENANCE COSTS, COST OF AUTOMATIC DATA PROCESSING EQUIPMENT, OWNED, LEASED OR SHARED. INCLUDE THE COST PER SQUARE FOOT FOR OFFICE SPACE.

(E) INDIRECT COSTS WHERE NOT INCLUDED AS A DIRECT COST, THE INDIRECT COSTS OF STATE AGENCIES OF POLITICAL SUB-DIVISIONS PROVIDING SERVICES BENEFITING THE PLANNING AND ADMINISTRATIVE PROJECT MAY, AT THE OPTION OF THE STATE, BE DETERMINED BY ONE OF THE THREE FOLLOWING METHODS, (1) ON AN ACTUAL COST BASIS, (2) BY A STANDARD INDIRECT SURCHARGE OF 10% OF DIRECT LABOR COST OF THE SERVICES PERFORMED, OR (3) BY USE OF A NEGOTIATED, PRE-DETERMINED RATE REPRESENTATIVE OF ACTUAL COSTS

ITEM 7B - SHOW THE DIVISION OF TOTAL ESTIMATED COSTS AS INDICATED.

ITEM 7C - EXPLAIN THE EXACT SOURCE OF ALL NON-FEDERAL FUNDS.

ITEM 8 - SEE PART 1 OF INSTRUCTIONS.

SEE ITEM 3C OF INSTRUCTIONS. IN MOST CASES THIS PERSON WILL BE THE CHIEF EXECUTIVE OF THE POLITICAL SUBDIVISION I.E., MAYOR, CHAIRMAN OF COUNTY COMMISSIONERS, ETC.

PART 11 - ALL ITEMS IN PART 11 ARE TO BE COMPLETED BY THE OFFICIAL WHO HAS BEEN ASSIGNED THE RESPONSIBILITY FOR COORDINATING THE STATE'S TOTAL HIGHWAY SAFETY PROGRAM UNDER THE DIRECTION AND SUPERVISION OF THE GOVERNOR.

ITEM 1 - SHOULD INCLUDE

(1) IDENTIFICATION OF THE MAJOR STATEWIDE DEFICIENCIES IN THE FUNCTIONAL AREA TO WHICH THE PROJECT RELATES.

(2) A CONCISE STATEMENT OF THE DIRECT AND INDIRECT WAYS IN WHICH THE PROJECT WILL ASSIST THE STATE IN MEETING SPECIFIC REQUIREMENTS OF THE FEDERAL STANDARDS FOR THE FUNCTIONAL AREA.

ITEM 2 - REPRESENTS AN OFFICIAL COMMITMENT BY THE STATE

PART 111 - IS FOR USE BY NHSB AND WHEN PROPERLY COMPLETED CONSTITUTES PROJECT APPROVAL. FUNDS ARE OBLIGATED FOR THE GRANT YEAR ONLY AND THE AMOUNT OF THE FEDERAL OBLIGATION WILL BE RECORDED UPON PROJECT APPROVAL IN ITEM 4.

State and Community Highway Safety Program  
Statement of Principles for Determining Reimbursement to States

- Par. 1. Purpose
2. Background
  3. Policy
  4. Identification of Costs and Participating Organizations in Project Applications
  5. Concept of Cost
  6. Factors Affecting Allowability of Cost
  7. Reimbursement of Federal Share
  8. Composition of Costs
  9. Standards for Distributing Indirect Costs
  10. Cost Planning and Control
  11. General Standards for Selected Items of Cost

Appendix A. Guides for Specific Items or Classes of Cost

1. PURPOSE

This chapter establishes the principles to be employed in determining the amounts to be reimbursed to States as the Federal share of the cost of approved projects under the National Highway Safety Program.

2. BACKGROUND

a. Section 402 of Title 23, U.S.C. authorizes a program of aid to States in attaining stated highway safety objectives. Subsection 402d makes applicable to the Highway Safety Program funds those provisions of Chapter 1 of Title 23, USC which are applicable to Federal aid primary highway funds, with certain exceptions. Included in the applicable provisions are: (1) Section 120 which establishes the maximum Federal share payable on a project, and, (2) Section 121 which authorizes payment to the States as project work progresses on the basis of costs incurred.

b. This chapter implements the law cited above and provides principles under which the Federal share of the costs incurred by States under approved projects shall be determined.

3. POLICY

This chapter shall be used:

a. In determining the eligibility of costs incurred by a State or State government unit for Federal participation under an approved highway safety project agreement.

b. As a guide for the States concerning the items of cost which may be included in State highway safety programs and project applications for Federal matching.

The concepts set forth herein when they represent a change from previously established requirements are intended to be applied prospectively.

4. IDENTIFICATION OF COSTS AND PARTICIPATING ORGANIZATIONS IN PROJECT APPLICATIONS

a. General The project application provides for showing the amounts and cost classifications in the project budget for the grant period. Approval of the project is based in part on the contents of the budget presentation. Consequently, any item of cost to be eligible for inclusion in the cost of any project must be adequately identified in the project application. However, except for items for which specific identification is required in the instructions for submission of project applications or in this Chapter, items of costs incurred in the execution of a project shall be deemed adequately identified if they are of the same general classifications described in the project application.

b. Identifying Participating Units of Organization. State government units which will incur costs shall be clearly identified in the project applications before costs incurred by them are eligible as reimbursable costs of a project. For this purpose, such State government unit shall be identified by the organizational name used in the accounting system maintained for such participating unit.

5. CONCEPT OF COST

a. General As used herein, cost represents the necessary expenditures incurred by a State government unit to achieve the objectives of a highway safety project approved by the NHSB. Costs must be recorded as incurred in an established accounting system controlling the operations of the participating State government units. Reimbursable costs may be recognized on the basis of (1) cash disbursements during the period of the grant, or (2) the value of goods and services received and used or consumed in the

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execution of an approved project during a grant period, or (3) other basis acceptable to the NHSB.

b. Basis Employed. The basis to be employed by the State shall be documented before execution of a project agreement and consistently applied thereafter. With approval of the NHSB, changes may be made from one basis to another provided that appropriate adjustments are made to avoid either duplicating or over-lapping the same cost items under the alternative methods.

6. FACTORS AFFECTING ELIGIBILITY OF COST

To be eligible as a reimbursable cost of an approved highway safety project, items of cost must meet the following criteria:

(a) Must be necessary for proper and efficient administration of the project and be allocable thereto under the principles and standards provided herein,

(b) Must be permissible under State law and consistent with State-wide policies, regulations and practices,

(c) Must conform to any limitations or exclusions set forth in this chapter, Federal laws and regulations, or other governing limitations as to types or amounts of cost items, when in conflict the more limited will apply,

(d) Must be reasonable, under established principles of valuation,

(e) Must not result in a profit or other increment to the State or local units of government;

(f) Must not be allocable to, or included, as a cost of any other Federally financed program,

(g) Must be incurred on or after the date of authorization to proceed and on or before the end of the grant period

(h) Must be reduced by all applicable credits.

A cost meeting the above criteria and otherwise eligible may be charged to a project regardless of where incurred within the State, provided formal records have been maintained to substantiate such costs.

7. REIMBURSEMENT OF FEDERAL SHARE

For reimbursement purposes, all project costs incurred by a State and its political subdivisions under approved projects in each

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functional program for any fiscal year shall be treated as a single entity. Reimbursement of State claims shall be made at the lesser of (a) the Federal share payable under 23 U.S.C. 120(a) of the total eligible cost incurred, or (b) the sum of the Federal shares approved for each project application, not exceeding in any case the total eligible cost under each such application.

8. COMPOSITION OF COSTS

The total cost of an approved project is the sum of the eligible direct cost incident to its performance and its eligible indirect costs, less applicable credits.

a. Direct Costs Direct costs are those recorded and identified as having been specifically incurred to achieve the objectives of an approved highway safety project by the State government unit performing such project. These include:

(1) Salaries and wages, including employee benefit expenses and pension plan costs to the extent that they are normally treated as a direct cost of performing activities under an approved highway safety project.

(2) Costs of materials, supplies, printed forms and the like, whether specially purchased or supplied from existing stock, which are directly consumed or expended in the performance of activities under an approved Federal highway safety project. Any consistently followed method of valuation or pricing which is designed to recover only actual costs and which conforms to generally accepted accounting practices will be permitted.

(3) Other costs directly attributable to and identified with an approved Federal highway safety project including special custodial services by other than regular employees of the performing agency, public relations services, special items of equipment specifically identified in the project application, and other like items having advance NHSB approval.

b. Indirect Costs Indirect costs are those which because of their incurrence for common or joint objectives are not readily identifiable with any specific project. The general types of indirect costs are:

(1) Expenses incurred for the general executive and administrative activities not relating solely to any specific project activity but which are necessary for the general support and conduct of activities directly involved in approved highway safety projects. These may include

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activities connected with personnel, purchasing, security, contract administration, publications, accounting, stenographic and typing pools, and other like service categories having advance NHSB approval.

(2) Expenses incurred for operation and maintenance of physical plant including utility service, heat, care of buildings and grounds, repairs, and ordinary alterations of buildings, and other expenses customarily associated with the operation, maintenance, preservation and protection of a physical plant utilized in carrying out one or more approved highway safety projects.

9. STANDARDS FOR DISTRIBUTING INDIRECT COSTS

The distribution of indirect costs involves the process of identifying, accumulating, and allocating costs on a basis which will result in equitable charges to highway safety projects. To achieve this result, in the allocation of each cost pool, the following standards apply:

a. Base period. A base period for distribution of indirect cost is the time period, such as month, quarter, etc., during which costs are incurred and accumulated for distribution to the functional programs or projects receiving benefit within that period shall be established. The base period normally will be the accounting period established by the State government unit to meet its own needs. In any event, the base period should be so selected as to avoid inequities in the distribution of costs. The numbers and kinds of cost pools shall be established at the earliest practicable date.

b. Criteria for cost grouping. The primary objective of such cost pools is to assure the distribution of indirect costs to all functional programs in reasonable proportion to the benefits received by each. To achieve reasonable equity of distribution of indirect expenses, it may be necessary to establish a number of pools of indirect costs for a supporting organization. Typical conditions which may require the establishment of two or more separate cost pools within a functional category of expense to assure equitable distribution of costs include, but are not limited to, the following

(1) Where any items or categories of indirect expense are not common to all functional programs, such expenses should be set aside in separate cost pools for distribution to only those functional programs receiving benefits.

(2) Where support activities, such as purchasing are furnished on a centralized basis for some functional programs while other functional programs provide their own purchasing support, such centralized support activity costs shall be accumulated in a pool

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separate from other indirect costs supporting all functional programs.

(3) The expenses of a service unit or facility whose output can be measured on a workload or other quantitative basis should be grouped separately for distribution on such basis.

c. Selection of distribution method. All pertinent factors must be considered in selecting the methods for distributing expenses accumulated under each cost pool. Where feasible, distribution of a cost pool should be made by allocation directly to the functional program benefited. Expenses more general in nature should be distributed to benefited functional programs on a basis which will produce an equitable result. In general, any cost element or cost related unit of performance can be used as a distribution base provided:

(1) It is common to benefited functional programs during the base period and,

(2) It can readily be expressed in terms of dollars or other quantitative measure, such as direct costs, direct salaries, man-hours applied, square feet of space utilized, units of work processed, etc.

d. Materiality. The number of separate indirect cost pools required to produce equitable results should be held to practical limits, considering the materiality of the amount involved and the degree of precision desired or needed.

e. Alternate methods. Alternate methods of determining indirect costs may be used in lieu of determining the actual costs of indirect expenses as described above. States may use any one of the following methods:

(1) A rate of not to exceed 10% of direct salaries and wages, as defined in 8(a)(1) above, may be used by States with the prior approval of the NHSB. This approval shall be given only when the proposed indirect expense rate is not more than the probable actual indirect expense rate of the project, as supported in the project application.

(2) When a pre-determined indirect expense rate has been negotiated with another Federal agency by a State government unit involved in an approved highway safety project, indirect expenses may be reimbursed at the same rate with the prior approval of NHSB. This approval shall be given only when the indirect expenses covered by the negotiated agreement are equitably allocated to the highway safety project.

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10. COST PLANNING AND CONTROL

The principles and concepts contained herein will best serve their intended use when incorporated into a basic system for management of a State's highway safety program. The States shall develop such a system at the earliest practicable date, consistent with the need to plan and control the State-wide program. It is necessary that such system of control, including procedures, records and supporting documentation be maintained as a basis for measuring program progress, controlling and reporting on costs incurred, and claiming reimbursement. States shall develop a cost control plan for the overall State program into which will be incorporated the individual control plans for each project or for groups of projects, if appropriate, showing.

a. The methods and procedures to be employed in controlling the overall State program,

b. The identity and location of the State government units to incur direct or indirect costs under the project, together with a working definition of the cost classes expected to be used and the basis of accounting to be employed.

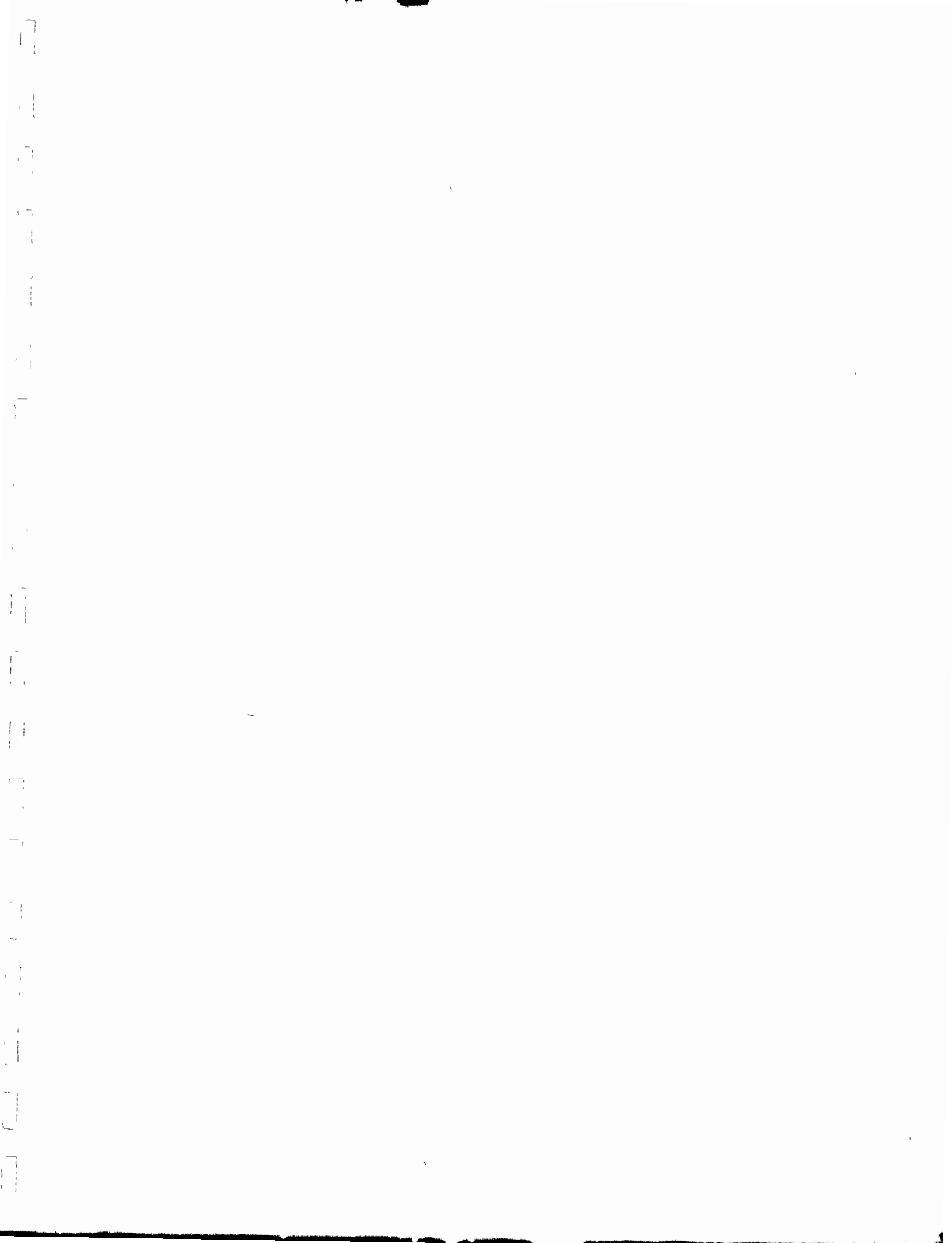
c. The classification and definition of indirect cost pools to be used, the base period and allocation basis to be employed and the identification of all organizational units and programs supported by each cost pool,

d. Description of the records to be maintained and identification of their custodians.

The above cost control plans shall be currently maintained by each State and be available for inspection and review by the NHSB.

11. GENERAL STANDARDS FOR SELECTED ITEMS OF COST

Appendix A provides further standards which shall apply in determining the eligibility of specific items or classes of costs under approved safety projects.



55. Interest and other financial costs. Interest on borrowings, bond discounts, cost of financing and refinancing operations, and legal and professional fees paid in connection therewith, under whatever name or designation are ineligible.

56. Losses on other grant-in-aid agreements or contracts. Any excess of cost over the stipulated cost of an agreement or contract of any nature is ineligible. This includes but is not limited to, the State's contributed portion by reason of cost sharing agreements or any under-recoveries through negotiation of flat amounts for indirect cost or by reason of legal or administrative limitations.

57. Memberships, subscriptions and professional activity costs.

a. The cost of membership in civic, business, technical and professional organizations is eligible provided: (1) the benefit from membership is directly related to a highway safety project, (2) the expenditure is for State government unit membership, (3) the costs of the membership are reasonably related to the value of the services or benefits received, and (4) the expenditure is not for membership in an organization which devotes a substantial part of its activities to influencing legislation or the election of candidates to public office.

b. The costs of books and subscriptions to civic, business, professional and technical periodicals are eligible when directly related to a highway safety project.

c. Costs of meetings and conferences are eligible when the primary purpose of the meeting is the dissemination of technical information relating to a highway safety project. This includes the costs of meals, transportation, registration fees, rental of facilities, and other items incidental to such meetings and conferences. Registration fees may not include personal benefits or other costs such as meals for which the participant is otherwise reimbursed.

58. Office machine and equipment maintenance and repair. Costs for ordinary repairs of equipment and office machines are eligible. The cost of major repairs on equipment used in a highway safety project is eligible when provided for in the project agreement or otherwise authorized. If the cost of equipment repaired is being amortized or recovered through depreciation or use allowance, the cost of major repairs will be eligible on the same basis.

59. Printing and Reproduction. Costs for printing and reproduction services necessary for project administration, including but not limited to forms, reports, manuals, and informational literature, are eligible.



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Appendix A

Standards for Specific Items or Classes of Cost

FOREWORD

The standards which follow are for application in each instance in accordance with the principles stated in Chapter XVI. These classifications are not intended to be an exhaustive compilation of eligible or ineligible expenses. Consequently, no inferences can be drawn from either the inclusion or exclusion of a classification of expense, unless, if included, the specific language used applies to that item in the context of the approved project and Chapter XVI. The first part of the appendix deals with classifications related to the specific functional programs, the remainder with items of expense.

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0. Planning and Administration. Costs incurred by the State office designated by the Governor or by State law to administer the State highway safety program and by duly constituted advisory councils, commissions and committees appointed and compensated by the State for the purpose of coordinating the State program will be allowed as a direct cost of an approved project. Whenever part or all of the work called for under an approved project agreement is identified therein to be performed by any other organizational unit, costs incurred therefor by such other unit shall be eligible on the same basis as other costs incurred thereunder. Indirect costs will include appropriate allocations of costs incurred by other organizations providing administrative support to the direct project staff.

1 - 30 Reserved

31. Compensation for personal services.

a. General. Compensation for personal services includes all remuneration paid currently or accrued, for services rendered during the period of performance under the project agreement, such as salaries, wages, and fringe benefits. The costs of such remuneration are allowable to the extent that total compensation to individual employees (1) is reasonable for the services rendered, (2) conforms to the established compensation plans applicable to the State government unit, including approval when required by a merit or civil service agency, and (3) is determined and supported as hereinafter provided.

b. Payroll distribution. Amounts charged to highway safety projects for personal services, regardless of whether treated as direct or indirect costs, will be based on payrolls documented and approved in accordance with generally accepted State practice. Payrolls must be supported by time and attendance or equivalent records for individual employees. To develop necessary direct and indirect allocations of cost, supplementary data on time or effort, as provided in (c) below, normally is required only for individuals whose compensation is chargeable in part to the highway safety grant-in-aid program and in part to some non-highway safety activity. Supplementary data of this type would not ordinarily be required for employees whose salaries are distributed on some basis other than time.

c. Reporting time and effort. Salaries and wages of employees chargeable to more than one program or non-highway safety activity will be supported by appropriate distribution records. Supplementary records and related practices followed in determining charges to individual highway safety projects may vary depending on the circumstances involved. Regardless of the method used it should produce an equitable distribution of time and effort. Typical methods which can be used as a basis for distributing personal service costs are

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(1) Continuous daily reporting of time devoted to various programs and activities by individual employees.

(2) Estimates of effort devoted to specific projects prepared by individual employees or by a senior or supervisory official of the performing State government unit, at the end of each payroll period.

(3) A periodic time and effort study at least annually covering a representative period for use as a basis for distributing salaries of either individuals or groups for the grant period involved acceptable to the NHSB.

32. Employee Fringe Benefits.

a. Staff benefits in the form of regular compensation paid to employees during periods of authorized absences from the job, such as for annual leave, sick leave, court leave, military leave, and the like, are eligible if they are (1) provided pursuant to an approved leave system established under State law, and (2) the annual cost thereof is absorbed by all activities, including highway safety projects in reasonable proportion to the related amount of time or effort actually devoted to each during a year.

b. Staff benefits in the form of employers' contribution or expenses for social security, employees' life and health insurance plans, unemployment insurance coverage, workmen's compensation insurance, pension plans (see paragraph 33) severance pay (see paragraph 34), and the like, are eligible provided (1) such benefits are granted under approved plans consistent with State laws, and (2) that contributions, whether treated as direct or indirect costs, are distributed to project agreements and to other activities in reasonable proportions to the benefit received by each from the services of the employees involved.

c. The proportionate cost of administering employees' fringe benefit programs and plans is eligible.

33. Pension Costs. The proportionate cost of the employer's contribution to the employee's retirement system is eligible. Contribution to the State or political subdivision retirement fund must be in accordance with applicable law and uniformly applied to all agencies covered under the system. Where the applicable law permits the State government unit performing a highway safety project to establish its own retirement system, the employer's share of the contribution to such system is eligible upon approval of the NHSB. In States where retirement benefit costs are assumed by the last agency employer, such costs are eligible for each highway safety project in which the employee worked in proportions corresponding to the relation between the employee's service in each project charged to the employee's total covered service.

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34. Severance pay.

a. Severance pay is compensation in addition to regular salaries and wages which is paid by an employer to employees whose services are being terminated without cause or through no fault of the employee. Costs of severance pay are eligible only to the extent that such payments are required by law, by employer-employee agreement, by established policy that constitutes in effect an implied agreement on the employer's part, or by legally established circumstances of the particular employment.

b. Severance payments that are due to normal, recurring turnover and which otherwise meet the conditions of (a) above may be allowed provided the actual costs of such severance payments are regarded as expenses applicable to the current fiscal year and are equitably distributed among the employer's activities during that period.

c. Severance payments that are due to abnormal, political or mass terminations are of such conjectural nature that eligibility must be determined on a case-by-case basis. However, the Government recognizes its obligation to participate in any specific bona fide payment.

35. Relocation costs. Costs incident to the permanent change of duty assignment of an employee, including transportation of household goods and personal effects, travel cost of the employee and his dependents (subject to provisions of paragraph 39), and other necessary and reasonable expenses incident to relocation, are eligible providing:

a. The relocation is for the benefit of the employer and not solely for the personal convenience of the employee,

b. The costs are consistent with established policies and practices generally followed by the State government unit;

c. The amount reimbursed does not exceed the employee's actual relocation expenses, and

d. The employee is assigned to perform highway safety duties in a participating State government unit for a period of not less than twelve months from the date of reporting after relocation.

The cost of relocation incident to the recruitment of new employees is allowable only when approved in advance by the NHSB. The cost of personnel movements of a special or mass nature is likewise allowable, subject to prior NHSB approval.

36. Employee morale, health and welfare costs. The proportionate costs of health or first-aid clinics and/or infirmaries, recreational facilities, employees' counseling services, employee information publications and any related expenses incurred in accordance with State law or practice to improve working conditions, employer-employee relations, employee morale, and employee performance, are eligible. Income generated from any of these activities will be credited to the cost thereof.

37. Training and education costs. Reserved

38. Transportation costs. Transportation costs incurred for freight, cartage, express, postage and other transportation costs relating either to goods purchased, delivered or moved from one location to another are eligible.

39. Travel costs.

a. Travel costs are the expenses for transportation, lodging, subsistence, and related items incurred by employees who are in travel status on official business of the State government unit. Such costs may be charged on an actual cost basis, on a per diem or mileage basis in lieu of actual costs incurred, or on a combination of the two, provided the method used is applied to an entire trip and not to selected days of the trip, and results in charges consistent with those normally allowed by the State government unit in its regular operations.

b. Travel costs are eligible, subject to (c) below, when they are directly attributable to specific work under a highway safety project or are incurred in the normal course of administration incident to a project.

c. The difference in cost between first class air accommodations and less than first class air accommodations is ineligible except when less than first class air accommodations are not reasonably available to meet necessary mission requirements, such as, where less than first class accommodations would (1) require circuitous routing, (2) require travel during unreasonable hours, (3) greatly increase the duration of the flight, (4) result in additional costs which would offset the transportation savings, or (5) offer accommodations which are not reasonably adequate for the medical needs of the traveler.

d. Out-of-State travel costs will be allowed as the direct cost of a highway safety project if:

(1) The specific trip was identified as furthering a project in the approved grant application.

(2) The travel was requested by the NHSB.

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(3) The travel was specifically endorsed or otherwise approved by the Bureau.

40. Material costs. The costs of purchased equipment, materials, supplies, and fabricated parts directly or indirectly related to a highway safety project are eligible. Purchases made specifically for the project should be charged thereto at their actual prices after deducting all cash discounts, trade discounts, rebates, and allowances received. Discounts lost will be allowed as an eligible cost of a project only when they result from causes beyond the control of the State government unit operating within a policy of taking all discounts.

Withdrawals from general stores or stockrooms should be charged at their cost under any recognized method of pricing stores withdrawals conforming to sound accounting practices consistently followed. Incoming transportation charges are a proper part of material cost. Direct material cost should include only the materials and supplies actually used for the performance of the project, and due credit should be given for any excess materials retained, or returned to vendors. Due credit should be given for all proceeds or value received for any salvage resulting from work under the project. The project cost shall be reduced by the residual value, if any, of equipment acquired directly for an approved project and remaining on hand at conclusion thereof at such time as such equipment ceases to be used in the State highway safety program.

41. Automatic Data Processing. The cost of data processing services of benefit to highway safety projects is eligible. This cost may include rental of equipment, management and personnel fees, and depreciation or a use allowance on State-owned equipment as provided under paragraph 42. The acquisition of equipment, whether by outright purchase, rental-purchase agreement, or other method, is eligible only upon specific prior approval of the NHSB and is to be reduced by any recoveries.

42. Use Allowance or Depreciation. (a) States may be reimbursed for the use of buildings, capital improvements and equipment required for a highway safety project and owned by the State government unit. The use allowance is a means of compensation in lieu of depreciation and other equivalent costs. Within a single class of assets, only one of these charges may be used. No charge shall be allowed for equipment or facilities furnished by the Federal government without reimbursement.

(b) The use allowance or depreciation will be based on estimated useful life of the items concerned and documented records of their original cost. When depreciation is charged, adequate property records must be maintained. This method of computing depreciation must be one allowed by the Internal Revenue Service and consistently applied.

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The resulting charge to a highway safety project must be based on a distribution of the annual charge to all uses of the item during the year.

43. Consultants. (Reserved)

44. Legal Expenses. The cost of legal expenses required in the administration of highway safety projects is eligible. This includes the cost of legal opinions and interpretations, instituting legal action on behalf of State government units, representing such litigants and the like. Such costs may include fees for private attorneys, and the salaries and expenses of staff attorneys. Legal expenses for the prosecution of claims against the Federal government are not eligible.

45. Legislative expenses. Salaries and other expenses of the State legislature or similar local governmental bodies such as county supervisors, city councils, school boards, etc., are not eligible.

46. Rental costs. Rental costs of land, buildings, equipment and other property are eligible, provided the rates are reasonable in the light of such factors as rental costs for comparable facilities and applicable market conditions, options available and other conditions of the rental agreement. Such charges may be allowed only for periods of actual beneficial use for a highway safety project.

47. Communication costs. Communication costs incurred for local and long-distance telephone calls, telegraph, teletype service, wide area telephone service (WATS), centrex, telpak (tie lines), postage, messenger service and similar expenses are eligible.

48. Motor pool costs. The proportionate costs of a central service organization which provides automobiles to participating State government units at a mileage or fixed rate and/or provides maintenance, inspection and repair services to publicly owned vehicles are eligible.

49. Contributions and donations. These costs are ineligible.

50. Bonding. Costs of premiums on bonds covering employees who handle public funds are eligible to the extent that such bonding is required by applicable laws and in accordance with sound business practice. Bonds include but are not limited to ordinary faithful performance bonds of the types which afford protection against losses from such causes as fraud, forgery, theft, misapplication, misappropriation and embezzlement.

51. Fines and penalties. Costs resulting from violations of, or failure to comply with Federal, State and local laws and regulations are not eligible.

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52. Entertainment Costs. Costs of amusements, diversion, social activities, and incidental costs relating thereto, such as meals, lodgings, rentals, transportation, and gratuities, are not eligible.

53. Exhibits. Costs of exhibits specifically furthering support of the highway safety project are eligible.

54. Insurance and indemnification.

a. Costs of necessary insurance required, or approved and maintained pursuant to the project agreement, are eligible. Costs of other insurance maintained by the State in connection with the general conduct of its activities are proportionately eligible subject to the following limitations:

(1) Type and extent of coverage shall cover only those matters from which the State government unit is not exempt from suit under its sovereign immunity and be in accordance with general State or political subdivision policy and sound business practices,

(2) Costs of insurance or of any contributions to any reserve covering the risk of loss of, or damage to, Federal Government property are ineligible and,

(3) Costs of insurance on the lives of officials or other personnel are ineligible, except when such insurance is part of a general employee plan.

b. Contributions to a reserve for a self-insurance program approved by the NHSB are eligible to the extent that the type of coverage, extent of coverage, and the rates and premiums would have been allowed had insurance been purchased to cover the risks.

c. Actual losses which could have been covered by permissible insurance (through an approved self-insurance program or otherwise) are ineligible unless expressly provided for in the project agreement. However, costs incurred because of losses not covered under nominal deductible insurance coverage provided in keeping with sound management practice, and minor losses not covered by insurance, such as spoilage, breakage and disappearance of small hand tools which occur in the ordinary course of operations, are eligible.

d. The Federal Government is in no way obligated to indemnify any State government unit for any losses sustained by it directly or indirectly through liability to third persons, however arising.

## BASE YEAR REPORT

As an additional requirement in phase 1, the Federal Government has stated through Section 402(B) (1) of the Highway Safety Act of 1966 that the Secretary of Transportation will not approve any State Highway Safety program which does not provide that the aggregate expenditures of funds of a state and its political subdivisions (exclusive of Federal funds) for highway safety programs will be maintained at a level which does not fall below the average level of such expenditures for the last two full fiscal years preceding the enactment of the law. Since the Act was signed by the President on September 9, 1966 the base years are fiscal years 1965 and 1966 as follows: July 1, 1964 to June 30, 1965 and July 1, 1965 to June 30, 1966. The average level of expenditures for highway safety in fiscal years 1965 and 1966 is referred to as the "base year expenditure."

The Highway Safety Program Liaison Office may ask local officials to fill out the Schedule A. As a general rule, each county and city will have highway safety costs, in varying amounts, in the following functional programs:

- 304 Driver Education
- 308 Alcohol in Relation to Highway Safety
- 309 Identification and Surveillance of Accident Locations
- 310 Traffic Records
- 313 Traffic Control Devices
- 314 Pedestrian Safety
- 315 Police Traffic Services
- 316 Debris Removal or Accident Cleanup

Therefore, under the codes in Schedule A, a county or city need not normally be concerned with developing costs for safety areas 300, 301, 302, 303, 305, 306, 307, 311 and 312.

School districts will most likely have expenses in only two functional areas — 304 Driver Education and 314 Pedestrian Safety.

### Criteria for Inclusion of Costs

Herein are provided the general guidelines for determining which costs are to be recognized as highway safety expenditures for purposes of developing the base year report. These criteria are broad in view of the various types of accounting classifications used by government units. It is recognized that local political subdivisions may not have their records kept so that the items referred to can always be identified. If not, then the processes of reasonable estimating should be used.

#### a. Cost Elements

(1) Personal Services: Compensation of employees for the time devoted specifically to the execution of highway safety activities such as salaries, employee benefits, recruitment, training, subsistence and travel expenses.

(2) **Contractual Services** Cost of services procured under contractual arrangements with other than state employees, solely applicable to highway safety activities Examples — services of individual consultants or consulting firms engaged in performing special studies, gathering data pertinent to highway safety or systems development for highway safety

(3) **Commodities** Cost of materials and supplies acquired or expended specifically for the purpose of highway safety such as office supplies and other expendable materials

(4) **Other Direct Costs** This category includes capital expenditures for equipment, expenditures for operation, maintenance and repair of equipment, rental of space, or, in lieu of rental, annual use cost of publicly owned buildings, transportation (vehicle mileage costs), miscellaneous services such as telephone, postage, data processing, subscriptions, etc Cost of construction of buildings and grounds is *excluded*

(5) **Indirect Costs** Services which benefit highway safety such as personnel administration, accounting and budget offices, central stores operations, payroll preparation, mail and messenger, legal and contract administration, purchasing and security

#### **Additional Associated Costs by Functional Area**

As illustrated in the previous section, the development of costs by functional program will be primarily concerned with highway safety expenditures directly related to personal services, fringe benefits, travel costs, supplies, etc However, it is recommended that consideration also be given to cost elements which are associated with each specific standard and properly includable as part of the "base year" computation The following listing contains common examples of this category of cost It is not intended to be all inclusive

304 — Training and certification of instructors, purchase of special equipment (simulators and vehicles with dual controls), land and paving for driving tracts and publications

308 — Recruitment and training of qualified registered medical technologists and laboratory personnel for performing tests for alcohol content of drivers and pedestrians involved in fatal accidents

309 — Establishment of surveillance teams to study accident locations having a high incidence of fatalities, disabling injuries and property damage Development of recommendations for elimination of hazards through the installation of traffic control devices The cost of traffic control devices are capital expenditures and are not includable costs

310 — Establishment and operation of uniform reporting data including items such as drivers, vehicles, accidents, streets and highways and traffic volume Also included are costs related to ADP or EDP equipment (leased, owned or shared)

313 — Costs to develop an inventory of traffic control devices Costs to develop programs and studies to upgrade existing traffic control devices

314 — Schools, salary of safety director, pedestrian education materials, payments made for civilian adult school crossing guards Enforcement, police activities carried on with school systems to aid in pedestrian protection

315 — Accident investigation, traffic direction and control and law enforcement

316 — Cost to clear accident locations to restore the roadway to a safe condition for traffic (removal or elimination of damaged vehicles)

**Excludable Costs**

Certain cost categories may not be included in determining the base year expenditures The most significant are listed below

- (1) Federal funds expended
- (2) Salaries and expenses of legislators, county supervisors, city councils, school boards
- (3) Fines and penalties
- (4) Entertainment costs
- (5) Interest on borrowings, bond discounts, cost of financing and refinancing, and legal and professional fees paid in connection therewith
- (6) Donated materials and equipment received without cost

**Review of Data**

Base year expenditures will be subject to tests to ascertain reasonableness of supporting computations The statements may be developed from other than accounting records, however, such sources must be preserved as permanent base year supporting documents

**Schedule A Explanatory Notes**

A Functional safety program code identifies the code numbers assigned to the Standards

B The aggregate of each local political subdivision's highway safety expenditures for the two full fiscal years preceding enactment of the Highway Safety Act are to be shown in columns (1) and (2) Column (3) will show the total for the two years, and Column (4) will show the average or base year highway safety expenditures

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Schedule A

Base Year Highway Safety Expenditures - Political Subdivisions

Date Submitted \_\_\_\_\_

City, County or School District \_\_\_\_\_

State of New Jersey

Functional Safety Program Code (a)	Highway Safety Expenditures (b)			
	FY 1965 (1)	FY 1966 (2)	Total (3)	Base Year (4)
300				
301				
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316				
Totals				

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PROGRAM RESPONSIBILITY: STATE  COMMUNITY  TOTAL   
 Report No. 1 Report No. 2 Report No. 3

